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— Buy United States War Bonds and Stamps —

National Municipal Review

Editorial Comment

Planning and People

TODAY we are living in an atmosphere of planning—planning all over the world, military planning, occupation planning for liberated areas, international planning for living together as nations after the war, business and industrial planning, community planning for a better place in which to work and live. Where two years ago the word was used with apology now everyone speaks of planning boldly and with conviction.

Local democracy is confronted with the biggest opportunity since this country began. Public works will be just one phase of this opportunity. An earthquake jolted San Francisco into a new era. A new Chicago was forged from fire. London has been bombed into a great awakening. The impact of this colossal war is shocking us, too, into a new responsibility. The emergency of the war is the dynamo. But the energy produced can set in motion a great deal more than merely a shelf of public works. It can become that gigantic force—a people's program, a people's program for democratic area development—a development that will carry far beyond the postwar period into a future clear from the smoke and rubble of war. We call it postwar planning. The end of war merely dates the beginning of its execution.

All of us know that the fire of democracy is kept alive on the hearth of local government. In our cities and towns we live and work; it is

there that we shape the destiny of this nation. It is in our local communities that we educate our children, provide for health and sanitation, build our homes, worship in our churches, and develop our culture. It is there that we must plan our way of life following this war.

Yes, the atmosphere is charged with the electricity of bold planning. We are all taking stock of our position and casting about for a brighter future. Everyone old enough to think is excited with the challenge this war has thrust upon us. We have been shaken loose from our inertia. Rare is the person who is today proceeding in his accustomed groove. We look around with new perception. Things must be better, we say, when this war is done.

So what are we doing about it? Every professional planner has known for years that our cities are rotting at the core. We are developing ghost areas. We call it blight. Our oldest residential streets are now lines of boarding houses. Their value is half, a quarter, a tenth of what it was. Our business areas are gradually moving away from the sections our fathers knew as the centers of thriving commerce.

And in the wake of this movement we see a dilapidated obsolescence. People are moving out, farther and farther. As values decline, taxes go up in order that the budget may be balanced, for most city treasuries are pegged largely to real estate. We are casting off our old buildings like

old clothing, and leaving them to disuse and decay. We cannot shrug our shoulders and just call it fate. Some even put blinders on and call it progress. But however you name it, it's waste and extravagance. And there is something that private enterprise, unaided and on its own, can do nothing about. If this is permitted to go its decadent way to its inevitable result, it means, at the worst, the death knell of our cities. Or at the very best it would mean much more public housing than we care to contemplate.

But we have an alternative—one that is bright and full of promise. . . . We can provide properly located playgrounds and breathing spaces, adequate sanitation, schools, and clinics. At the same time that we make our cities structurally sound we shall be preventing and curing human erosion. Here is a program both socially and financially sound.

To accomplish this program we must obtain the enactment by our state legislatures of proper urban redevelopment laws. We must select our first area for neighborhood redevelopment. Both will require research and thought and planning. And where can you find a better place to invite the coöperation of your local architects, lawyers, builders, engineers, businessmen, and just plain citizens? Furnish the full assistance of your planning commissions, yes, and of your works department, and your school board. But let it become a citizens' enterprise as well. The people are vitally interested in becoming a part of their city's future. Democracy makes the mistake not of asking too much par-

ticipation by its members, but too little.

We are always talking about government *by* the people as well as *for* the people. Well, then, let's make our community planning *by* the *people*. In the early days of modern city planning it became the custom to employ a city planner to develop a master plan. After he had completed his utopia it was presented to the people. Everyone gasped and said, "How wonderful," or "How idiotic," according to his fancy, and by the time the first public clamor had died away the dust had begun to gather on the master city plan.

I venture the prediction that where properly selected citizen committees, in coöperation with local officials, prepare a community's post-war plans—or area development, as I should prefer to call them—a large part of the final projects will become realities, for they will represent the ambition of the people for their city. There is a tremendous pool of ideas, technical skill, and energy for practical accomplishment.

This means a working citizens committee, not just a group of names. At the very least they can work on community planning in their free time. Many, even the busiest, will take time out from their business days. Most alert citizens, while perhaps unwilling to give up their business and hold public office, are glad for the opportunity to help as an avocation.

Everyone likes to tell the mayor or the city manager what should be done. Direct this energy into a constructive channel. Almost everyone likes to plan a house. How much

more exciting to plan a city. To him, it's a war job. It's a chance for concrete postwar planning for the citizens' own good.

Furnish the committee with assistance from full-time public officials who can take from the committee the burden and detail of the work and test the suggestions with practical experience. It will be a job of real coöperation. The city officials by their work between meetings will keep the committee's activity alive and specific.

Here would be the chance of a lifetime for wide-awake, civic-minded, capable citizens to bring their experience and judgment to bear on the specific problems which face their city and affect—yes, vitally affect—their own business and their pocketbooks. Higher property val-

ues mean better business for the real estate man. Construction means prosperity for architects, engineers, builders, and labor. Cultural opportunities interest not just the student and artists but every citizen as well as the people in the surrounding area. And a progressive city sets the pace for prosperity in all business.

Most city plans have borne but little fruit for lack of public funds or at least for lack of public interest and support. But if it is the people's plan it will have the public backing, receive the public funds, and it will be assured of action.

WILSON W. WYATT, *Mayor*
Louisville, Kentucky

EDITOR'S NOTE.—Excerpts from an address before the annual meeting of the International City Managers' Association, September 10, 1943.

League to Hold No 1943 Conference

For the second time in its fifty-year history, the National Municipal League will dispense with its National Conference on Government which has been held annually since 1894. This decision is in deference to official requests that conventions be avoided in order to relieve the strain on transportation facilities.

Members of the League's Council will meet, probably in New York, as they did last year to transact necessary business. Plans will be discussed also for the observance in 1944 of the League's fiftieth anniversary.

What a Soldier Thinks About on a South Sea Island

Things are going very well in this part of the world; in fact, they look fine everywhere *except* at home. We get the impression here that strikes, unnecessary spending, and patronage continue unabated. The people at home must be made to realize that beating the axis is only part of our job. We've also got to beat the entrenched political machines at home in order really to have security for the four freedoms.

From a letter from Lieutenant Colonel JULIAN G. HEARNE, JR., a civic leader of Wheeling, West Virginia, who has been on active duty in the Pacific area for more than a year. Colonel Hearne has been active in League affairs for some years.

Hartford Metropolitan Needs Served by Water, Sewage Board

Case study of district utility organization points to possible solution for problems of government within large metropolitan areas.

By JOHN BAUER, Director
American Public Utilities Bureau

PRACTICALLY all large cities in the United States have outgrown their formal boundaries and have spread extensively into adjacent areas. While these areas are really integral parts of the city so far as industry and population are concerned, they are usually made up of numerous municipalities, and so complicate and impede the furnishing of essential public services for the entire metropolitan territory.

Despite the separation of municipal boundaries, however, practical necessity has forced such areas to make provision on a metropolitan basis. Water supply and sewage disposal as well as other vital utilities which are publicly owned virtually require unity of organization throughout the interrelated section.

This territorial extension has taken place in most urban centers, but it has been of rather recent development, and has received little comprehensive study as to comparative and suitable types of organization, methods of control, and managerial structure. The time now seems opportune to make a "case" study of such an area. For this purpose the Metropolitan District of Hartford County, Connecticut, has been selected. What has been done in Hartford should be of interest to all metropolitan regions.

The immediate necessity in creating the Hartford District was the furnishing of an adequate and safe water supply and a modern system of sewage disposal.

Hartford had long provided its own water supply and a sewage system which emptied into the Connecticut River. By the middle of the 1920's it needed a large additional water supply, and had to modernize its sewage disposal system to stop the menace of stream pollution. It had already reached out to West Hartford for water, but later, in going farther, it encountered the opposition of other communities. Plans for sewage disposal were similarly stalled. A protracted impasse ensued which finally led to consideration of the needs of the entire region.

A legislative commission was created in 1927 to survey the entire situation and, if found desirable, to submit legislation for the establishment of a metropolitan district through which both the city and the adjacent communities could be properly supplied with modern service necessities.

As a consequence, the Metropolitan District of Hartford County, Connecticut, was duly established in 1930. This required a majority vote of each of the participating municipalities. The District as initially

constituted included the city of Hartford and the towns of Wethersfield, Newington, Windsor, and Bloomfield. East Hartford and West Hartford had been included in the legislative plan, but the first withdrew when the charter was presented to the legislature, and the charter failed of approval in West Hartford. The latter, however, has been furnished district service on the basis of its earlier water supply arrangement with Hartford, and receives sewage disposal services under a contract with the District.

The District Setup

Since the District's original establishment the towns of East Hartford and Rocky Hill have been added. New Britain, whose approval of the new order had been virtually essential, is represented on the District Board and will be entitled to full membership whenever it desires. Any adjoining town will be added when it applies on the basis of a majority vote of its citizens, if then approved by the District Board, and if each town already included also approves by majority vote. Upon any such addition equal service is provided, but such conditions may be fixed as to equalize substantially the relative financial position of the new and the previous members. The total population served is about 300,000—200,000 city and 100,000 outside. The population within the metropolitan region is about 650,000.

The governing body is the Board of Commissioners or District Board. As now constituted it consists of twenty-two members appointed by the Governor upon informal recommen-

dation by board members. In addition New Britain has a right to appoint a representative, who has a vote in water matters only, to sit with the District Board. The Board meets once a month, and has full control over policies, organization, and activities.

Membership is divided into two so-called "forms." The first consists of seven, one from each town, appointed for two years. The second consists of fifteen, appointed at large for the District, five every two years for a six-year term. Although appointed at large, in practice eight have been appointed from Hartford and seven from the other towns.

Appointment by the Governor was provided originally merely as a matter of initial organization. Exceptionally able and public-minded individuals were recommended for first appointment. Subsequently board members were to be elected, but provision was made later for a second appointment by the Governor, and this process was made permanent after 1932.

Only one Governor has disregarded recommendations. When a vacancy has occurred the place has been carefully filled by the Board for the remainder of the term, and then reappointment by the Governor normally followed. The Board has been exceptionally stable in its membership. Throughout its history since 1930 only three individuals have not been reappointed upon expiration of their terms.

The Board is virtually a self-perpetuating body so long as the Governor makes appointments as recommended. Its high character is likely

to continue indefinitely because of the standard set during the first twelve years. However, there can be recourse to election upon petition of 25 per cent of the voters in the District.

Throughout its existence, the Board has been under the chairmanship of Mr. Charles A. Goodwin. He has been re-elected annually by secret ballot. He is a noted member of the Hartford bar, is connected with leading financial institutions, and has a long record of various public service. The District has been his vital concern. With him on the Board have been leading business and professional men. Through this public-minded group, the organization has been kept to the purposes of regional welfare without local jealousies.

Functional Organization

The activities of the District have been organized in three operating units: the Water Bureau, the Bureau of Public Works, and the Regional Planning Commission. In addition, there are functional bodies concerned with all district plans and activities: the Finance Board, the Board of Contract and Supply, the Legislative Committee, and the Organization Committee.

The Water Bureau is in effect a continuation of the earlier Hartford City Water Board. It is in charge of a special board of seven members appointed from the District Board. It took over all the water properties and operations from the city and the towns, and assumed their outstanding water bonds. Soon after establishment it proceeded with the Barkhamsted reservoir development whose

watershed has an area of 505 square miles and reaches over thirty miles beyond Hartford. The reservoir has a capacity of thirty billion gallons of water and assures an adequate, permanent supply for the entire territory. The cost has been over \$8,000,000. The Bureau has constructed also the transmission mains and distribution facilities needed to reach all parts of the District, including West Hartford.

The Water Bureau operates on a self-sustaining basis. Its total gross revenues are applied to operating expenses, maintenance, depreciation, interest and other fixed charges, and debt retirement. The balance of earnings is added to surplus or net worth. Revenues amounted to \$1,588,000 in 1942, compared with \$966,000 in 1930, the first year of District operation.

The Bureau of Public Works controls and operates the sewers and sewage disposal plant. Its special board consists of seven District Board members. Under the law it has control also of metropolitan highways, but the exercise of this function has been suspended in favor of the State Highway Department. Plant additions are financed through assessments and bond issues, also, to minor extent, by taxes. Operating costs, including interest and other fixed charges and debt retirement, are allocated as taxes to the several municipalities on the basis of their relative budget expenditures for their own municipal activities.

The Regional Planning Commission consists of two members from the District Board, two citizen appointees, and, *ex officio*, the managers of the Water Bureau and the

Bureau of Public Works. It is responsible for long range planning throughout the entire District. It has made a precise survey of the District, and coöperates with the town planning boards in promoting balanced industrial, commercial, and residential developments for the territory. Its operations are largely integrated with the Bureau of Public Works; it has the same manager and its operating costs are allocated as taxes on the same general basis.

The Board of Finance has comprehensive supervision over all the finances of the District. It consists of two District Board members, four citizen members who are appointed by the Board for two years and are not removable, and the treasurer *ex officio*. The financial needs of the operating units are first presented each year as requests to the Board of Finance, which then holds public hearings and fixes the capital and operating budgets for each unit. The budgets as thus fixed go to the District Board for approval; the amounts can be changed only by a two-thirds vote.

A further financial provision is that all capital outlays of \$100,000 or over must first have a two-thirds vote of the District Board and then must be referred to the voters for a majority vote in the District. This is a popular check upon plans and activities. In no instance have recommended capital expenditures been disapproved by the voters.

The Board of Contract and Supply obtains competitive bids for supply and construction contracts involving \$2,500 or more. It consists of the chairmen of the Water Bureau and Bureau of Public Works, the Dis-

trict clerk, the District treasurer, and the executive secretary.

The Legislative Committee consists of District Board members (no fixed number) and five to nine citizen members appointed by the District Board. Its function is to keep under continuous survey the developing needs of the District and to prepare needed legislation. The procedure is informal, and proposals usually arise from the operating units. As developed proposals must have the approval of the District Board. They are then submitted to the legislature by the committee. Close contact with the legislature is maintained, particularly with representatives from the District.

The Organization Committee consists of seven District Board members. Its function is to study the activities and performance of the operating units and to recommend desirable changes. It canvasses the availability of new members for the District Board and citizen members for the subordinate bodies. Its final duty at the close of the year is to recommend to the District Board the organizational setup for the next year, and then it goes out of existence. Thereupon the chairman of the District Board appoints a new committee, whose first duty is to submit independently a slate for the ensuing year's organization. The District Board then passes upon the various appointments. The designation of the Committee is the only appointing power held by the chairman of the District.

In broad perspective the District Board constitutes the general policy-making body, including organization,

budget determination, and responsibility for efficient operating performance. It appoints the managers who are responsible for their departments. All members of the District Board and of the subdivisional boards and committees serve without salary. Managers and operating personnel are paid full salaries and wages.

Ordinary political considerations have been strikingly absent from appointments of the District Board and the entire organization. All employees have continuous tenure, subject to removal for unsatisfactory work. There has been a very low turnover in the employees until recently; a considerable number has been lost to the military forces and to war work.

Facts and Issues

There is no attempt here to pass judgment on the efficiency of the District organization, but a high degree of public responsiveness and zeal has been maintained. This has been due to the chairman and his associates on the District Board. Their public devotion has been transmitted to the bureau managers and the entire operating organization. There is general pride in the District, and there has been little public opposition to the work as carried out.

Considering the Hartford District as a "case" study of metropolitan utility organization, the general suitability of its particular forms, controls, and procedure should be carefully weighed. There is an obvious need also to assemble the facts regarding various other metropolitan

systems.¹ The following is an indication of the kind of questions to which answers should be sought:

First: What utilities have been organized on a metropolitan basis—water supply, sewage disposal, electric power, gas, transportation? Are the problems of organization the same for the different utilities?

Second: Has the organization taken the district form or has the central city provided metropolitan service through agreements with neighboring municipalities? Which is considered the better type of metropolitan organization?

Third: If there is district organization, what board of control is provided? How large is it? Is it elected or appointed, and how? What provisions are made for assuring public responsiveness and accountability?

Fourth: What management and operating units have been established and what are the standards for appointment, compensation, tenure, and other personnel matters?

Fifth: What are the provisions regarding plant financing and payment of operating costs?

The answers to these and perhaps other questions would give a perspective as to how metropolitan needs have been met by public organization, and an indication of what forms, controls, and procedure have proved to be most satisfactory for public service.

¹Tentative plans now are under way for a survey of the metropolitan areas of the larger cities along the lines here suggested.

Milwaukee Local Governments Join in Salary Adjustment Plan

*City, county, school, vocational school, and
sewage districts take uniform action for cost
of living adjustment in wages of employees.*

By OVID B. BLIX

Milwaukee City Service Commission
and

NORMAN N. GILL

Milwaukee Municipal Reference Librarian

COÖPERATION in the solution of metropolitan area problems has been given new impetus by the recent action of five units of government in metropolitan Milwaukee. The city of Milwaukee, the county of Milwaukee, the Public School System, the Vocational School, and the Sewerage Commission have all joined hands in the adoption of a uniform plan for an automatic, annual cost-of-living adjustment in the salaries of over 13,000 public employees. The plan was developed after several years of discussion by public officials, employee organizations, taxpayer and civic groups, labor unions, the press.

Cost of the plan is estimated at \$4,000,000. It became effective August 1, 1943, for all except school teachers for whom it may be effective as of January 1, 1944.

The city and county legislative bodies have also adopted resolutions providing for studies of the basic compensation scales and classification plans of the five units of government, intended to bring about uniform classification and compensation plans for all employees of the five tax-levying bodies.¹

¹Milwaukee has long been recognized as a leader in sound public personnel administration. Its city civil service law

The major elements of the plan are these:

(1) The new plan is uniform, and the cost-of-living adjustment is automatic and annual. The initial adjustment was effective August 1; subsequent adjustments will become effective once each year on January 1.

(2) The plan of adjustment is based on an annual salary of \$1,620 (those below that are considered as receiving \$1,620 as regards the adjustment), recommended by the Technical and Policy Committees as the necessary minimum during the base period 1935-39. To this extent the plan deviates from a true cost-of-living adjustment plan, but it can be defended because of the need for substantial salary increases to the lower salary groups, at the same time

dates back to 1895, and its county civil service law was adopted in 1917. Over 98 per cent of city and county employees are included in the respective classified civil service systems. Public library and non-teaching school positions are filled through civil service appointments and carry civil service tenure. Both the city and county adopted classification plans before 1920. Original classification studies and reviews have been made by Jacobs, Griffenhagen, Telford, and the local authorities. Uniform compensation plans have been reviewed within the past five years in view of conditions existing in the 1930's.

providing adjustments for the higher salaried employees.

(3) The rate of adjustment each year will be the difference between the United States Department of Labor cost-of-living index for Milwaukee,² as of June 15 each year, and the base of 100 for the period 1935-39.

(4) The \$1,620 figure is multiplied by the annual rate of adjustment to secure a base for the actual cost-of-living adjustment for monthly, semi-monthly, per diem, hourly, and part-time employees. Example: The index for Milwaukee as of June 15, 1943, the figure to be used during 1943, was 122.7, or 22.7 per cent above the base of 100; 22.7 per cent of \$1,620 equals \$367.74, the cost-of-living adjustment. The \$900 employee will thus receive an increase of nearly 41 per cent over his basic salary; the \$5,000 employee will thus receive an increase of 7.3 per cent over his basic salary. The dollar amount in each case will be the same, \$367.74, or \$30.64 per month.

(5) The adjustments will rise or fall as the cost-of-living index increases or decreases, but no increase or decrease after the initial adjustment will be greater than ten index points in any one year.

(6) The adjustment will be an addition to or a deduction from each employee's base pay. It is in lieu of previous adjustments, temporary increases or bonuses in force in 1943. All temporary adjustments which had been effective in 1942 and 1943 were eliminated, such as the \$10 to \$25

range for city employees up to \$5,000, and the \$7.50 to \$17.50 range for county employees up to \$2,400. Thus, a laborer previously receiving a temporary adjustment of \$25.00 receives an added amount of only \$5.64, while a policeman previously having a salary increment of \$15.00 receives an added amount of \$15.64, and a superintendent previously receiving a salary increment of \$10.00 is paid an additional \$20.64.

Background

In the fall of 1941 the Mayor of Milwaukee requested the City Civil Service Commission, in cooperation with the municipal reference librarian, to make a study of the compensation of lower paid employees. In 1942 a special committee of the county board, together with the county auditor, the secretary of the County Civil Service Commission, and representatives of employee groups visited St. Paul and Detroit to study their cost-of-living salary adjustment plans. In 1942 and 1943 the technical studies were made which resulted in uniform action and the cost-of-living ordinances were adopted in July 1943.

Employees Included

There are approximately 13,000 persons employed by the five governments—city 5,400, school board 4,000, county 3,000, vocational school board 300, sewerage commission 300. Practically all including school board employees, except elective officials, board members, school teachers, vocational school and sewerage commission employees, and less than fifty appointive officials, are selected under civil service laws and

²"Index of Cost of Goods Purchased by Wage Earners by Groups of Items."

rules. The library and museum boards are subordinate to the general city government. The city ordinance covers elective city officials but the county ordinance does not cover elective county officers or members of the judiciary. Employees who receive the prevailing (union) wage are specifically excluded since that wage has been previously fixed by collective bargaining and includes increases due to the cost of living.

An analysis of the payrolls showed that 45.6 per cent of the employees in the several jurisdictions receive \$150 per month or less, while only 4.4 per cent receive over \$250 per month. The remaining 50 per cent, in the \$151-\$250 range, are represented largely by policemen, firemen, teachers, technicians, and supervisors.

Salary Range	No. of Employees	Percentage of Total
\$ 25-65	92	.8
66-100	1,870	14.4
101-125	2,289	17.6
126-150	1,667	12.8
151-170	1,530	11.7
171-200	3,095	23.8
201-250	1,891	14.5
251-300	307	2.4
301-400	194	1.7
401-500	48	.2
500 plus	23	.1
	13,006	100.0

Policy and Technical Committees

Coöperation between the five units of government was secured by the creation of two committees—a Policy Committee and a Technical Committee. In 1942 the Policy Committee included the finance committees of the legislative bodies of the five units of government. In 1943 the Policy Committee consisted of two representatives from each of the five

legislative bodies. The Technical Committee included: (1) for the city of Milwaukee, the deputy comptroller and the associate chief examiner of the Civil Service Commission; (2) for the county of Milwaukee, the county auditor and the chief examiner of the County Civil Service Commission; (3) for the Milwaukee school board, the secretary-business manager of the board and an assistant school superintendent; (4) for the vocational school board, the director of vocational education, who was the committee's chairman; (5) for the sewerage commission, the personnel manager. The city municipal reference librarian acted as secretary of the Technical Committee.

The Technical Committee made a report³ with recommendations to the Policy Committee, which in turn transmitted the recommendations to the respective legislative bodies for consideration and subsequent approval.

Study of Basic Compensation

The recommendations of the Technical Committee were two-fold: *first and now*, immediate cost-of-living salary adjustments; *in the near future*, a study of the basic compensation of the employees in all five units of government, with the goal of recommending uniform basic salary schedules for positions with similar duties in the services of all five units. This is a long range program, involving study of over 13,000 positions. Both the city and county have formally agreed to make this study.

³Copies available from Mr. Gill, Secretary of the Technical Commission, 803 City Hall, Milwaukee 2, Wisconsin.

The Common Council resolution designated two aldermen "to meet with the Policy Committee consisting of representatives of the five tax levying bodies for the purpose of continuing through its Technical Committee a study of the basic compensation scales and classification schedules for all public employees of the five units of government." The County Board resolution contains similar provisions.

Conclusion

The Technical Committee in its report outlined the advantages of the plan as follows:

1. The cost of living usually rises in a period of greatly increased industrial activity. During such periods the wage scale in private industry likewise rises. Hence, the cost-of-living salary adjustment for governmental employees geared to the increases and decreases in the cost of living is automatically geared in a measure to the fluctuations of wages paid in private industry.

2. Such flexible salary plan is fair to the employee since it eliminates the salary cuts hidden in an increase in the cost of living.

3. It is fair to the taxpayer since it eliminates the salary increase hidden in a decrease in the cost of living.

4. When the cost of living goes

up, it usually reflects a period of increasing assessed valuations and increased industrial activity which in turn enable the taxpayer to meet the additional costs for salary increases.

5. When the cost of living drops below normal, it usually reflects a depression period during which the income of the average taxpayer is sharply curtailed, resulting in demands for reduced taxes despite heavier relief expenditures by the local governments.

6. A fair and equitable flexible salary plan decreases the requests for salary adjustments since it eliminates one of the main reasons for such requests—the rising cost of living.

7. It avoids permanent increases in basic salary due to cost-of-living increases which may prove temporary.

8. The annual adjustments in salary are entirely automatic regardless of whether they mean an increase or a decrease to the employee.

9. Such plan does not prevent making changes in basic salaries when necessary. Furthermore, employees may be advanced to a higher basic salary by changes in classification when warranted, and upon taking a promotional examination.

San Francisco Voters Prove Sound 'Lawmakers'

Record of ten years — 1932-43 — shows independence in voting on many proposals; extension of merit system and promotion of fiscal control supported.

By JOHN M. SELIG
San Francisco Junior College

SINCE inauguration of the 1932 charter, the citizens of the united city and county of San Francisco have voted on direct legislation and bond issues in twenty-two general and special municipal elections. San Francisco's record of 134 proposals submitted is high in comparison with leading American cities. Submission of proposals to the voters is regulated by ample charter provisions and the general laws of California which apply to most municipal legislation.

The Board of Supervisors may, by a majority vote, submit charter amendments, declarations of policy, and ordinances at regular or special elections to be held not less than thirty days from the date of call. Ordinances or declarations of policy proposed by the mayor alone, or by four supervisors, may be submitted at the next general election. Bond issues require a two-thirds vote in the Board of Supervisors for submission.

Initiatives, referenda, declarations of policy, and charter amendments may be placed on the ballot by petition. If voters equal to 10 per cent or more of the total votes cast for the office of mayor at the preceding general election sign a petition, a special election is called; if the percentage is between 5 per cent and 10 per cent,

the issue is placed on the ballot at the next general municipal or state election, unless the Board of Supervisors directs that a special election be held. Referendum petitions must be circulated and filed before legislation becomes effective, which is thirty days after passage for regular ordinances and sixty days for franchises. Franchise-granting ordinances are subject to referendum by 5 per cent of the electors. Action by the Board of Supervisors to lease or sell any public utility must be referred to the people. Ordinances on administrative affairs, on taxation or appropriations, and acts and ordinances of the mayor and Board of Supervisors during a public emergency or catastrophe, are not subject to referendum.

Except for bond issues, direct legislation carries if approved by a majority of the votes cast on each issue. Of the 134 municipal propositions submitted from 1932 to 1942 seventy-two, or 53.7 per cent, passed.

During the period under review three initiatives and five referenda arose by popular petition. Initiatives to prohibit the erection of billboards near the San Francisco Bay Bridge, to re-enact the anti-picketing ordinance removed from the statute books by referendum eight months previously, to limit jitney bus transportation, were all defeated. Refer-

enda were more favored, with four victories and one defeat. Ordinances were approved regulating garbage collection and disposal, repealing the anti-picketing ordinance, providing for two-man operation of street cars, and upholding the existing ordinance requiring cemetery removal. A referendum vote repealed a salary standardization ordinance in 1939. An extension of the referendum process through a charter amendment limiting supervisorial power in passing emergency ordinances carried in 1935.

Eight declarations of policy were submitted. Two were concerned with the location of the proposed Golden Gate International Exposition, and one with submission of a bond issue to finance an exposition on the mainland. The electorate chose the island location, and overwhelmingly defeated the suggestion of bonding. A proposal to make the coroner elective failed. Declarations of policy requesting the submission of bond issues in stipulated amounts for the extension of two downtown streets, for the purchase of the Market Street Railway, and for establishing city-wide municipally-operated bus transportation, failed.

Charter Amendments on Personnel

Forty-nine charter amendments concerning personnel—the largest number in any field of municipal activity—were proposed in the past eleven years by the Board of Supervisors. It is significant that issues in the field of personnel constituted 56 per cent of charter submissions, and that 70 per cent of these issues passed.

San Francisco has generally fa-

vored merit system extension to employees already on the municipal payroll, as well as to those just entering public employment. Thus, the voters first refused, but on resubmission extended, civil service to the employees of the parks, the airport, two museums, and to institutional help in the Health Department. Civil service was extended to employees of the Library and the Health Service System, and to members of the Underwriter's Patrol, which recently became an integral part of the Fire Department. One employee in the treasurer's office was the beneficiary of a special amendment. Amendments providing temporary civil service and retirement rights for employees of the local private gas and electric company—if it were leased by the city—were passed.

The only direct attempts to remove employees from civil service, by making the usher attendant in the mayor's office appointive and by suggesting making the coroner elective, were defeated. Of the 10,652 total officers and employees (excluding school teachers) of San Francisco on June 30, 1942, 10,413 were subject to classification. The voters placed 1,411 positions under civil service in the past eleven years.

Several charter amendments regulate civil service recruitment and tenure. With few exceptions local residence of officers and employees is generally required. An amendment which would have extended veterans' preference, with additional advantages for disability, failed, as did a far-reaching reorganization of civil service examination methods and accrediting. The veterans' bonus in civil service examinations is dis-

continued when he has obtained a position or a promotion in which it was utilized. Civil service examination papers and answer keys may be examined gratuitously by participants, but a one dollar charge is made if they wish to view all the tests and the score key as well.

An early amendment limited temporary appointments to ninety days within any fiscal year, and provided that an examination must be held to fill regular vacancies. The voters in November 1942 passed an amendment providing for civil service appointments for the duration and not to exceed six months thereafter. The appointees shall be chosen by informal, non-competitive examination, and shall serve at the pleasure of the appointing officer and the Civil Service Commission.

The impact of war called for revised legislation on departure for military and other war service. A 1934 amendment provided that periods of military duty should be credited toward retirement, but did not stipulate continuance of pension contributions during absence. Two 1940 amendments extended further retirement benefits. Military leaves should be granted to both officers and employees. Employees on military leave were given the option of continuing their years of city service by paying their normal pension contribution, or declining to contribute and getting no credit toward retirement for the years of leave. If the employee on leave gets less than \$100 monthly base pay for military service, the municipality will make the contributory payment normally his, and the individual's years of service continue. A 1942 amendment per-

mits ordinance-regulated wartime leaves for non-military work of a national defense or preparedness character.

April 1933 saw passage of the salary reduction amendment by which all salaries of municipal officers and employees could be decreased from 3 to 20 per cent, depending on level of income, whenever "extraordinary economic conditions actually exist."

Standardization of municipal compensations at prevailing salary levels in comparable business or governmental units, under a provision of the charter of 1932, has given rise to controversy both as to jurisdiction and good faith. The voters approved a \$106 minimum wage for full-time municipal employees in 1939. A 1934 attempt to empower department heads to set salaries failed. A 1942 amendment provides for standardization of salaries at least every four years, and established a \$12,500 revolving salary survey fund for this purpose.

Within the past eleven years, numerous changes have affected the uniformed services. A reorganization of the administrative structure of the Police Department was effected in 1937. A 1938 proposal to reorganize the structure, change the working time, and increase certain salaries in the Fire Department failed, as had an earlier proposal to add a fire marshal and chief deputy to the department. In 1939 the pay of fire captains and lieutenants was raised, while three years later all salaries in the Police and Fire Departments were increased. Although six amendments proposed liberalization of the pension provisions for these departments, only one affecting

the Police Department was approved.

The voters established a Health Service System to provide socialized comprehensive medical care for municipal employees and their families. This system is under the direction of a board elected by the employees, who pay the expenses. Standards and costs of medical care are reviewable by the Municipal Retirement Board.

Since 1942 the Board of Supervisors has been empowered to provide medical care, hospitalization, and compensation for civilian defense workers injured while on duty.

Probably because municipal control over education is limited, only two charter amendments were submitted in this field. Teachers' salaries, formerly payable in ten installments, were placed on a monthly basis, and tenure was made automatic with completion of the required service. The same election saw the superintendent of schools (the incumbent excepted) changed from an at-pleasure to a four-year term, with election by the Board of Education retained.

Governmental Changes

Several structural changes and reallocations of power have been proposed. The creation of an independent Public Welfare Department headed by a mayor-appointed commission and a commission-selected director was approved in 1937. A restatement of the powers of the Recreation Commission, originally carried by reference from the preceding charter, passed in 1942. Passage of this amendment was the remedy for a 1938 judicial decision which denied that legislative powers could pass by reference.

An amendment changed the elec-

tion time for the assessor from that of the mayoralty to the gubernatorial year. Rotation of candidates' names by assembly districts was approved in 1942, after four of five incumbent supervisors had been defeated by fusionists the previous year, partially because of the position of their names on the ballot. Provision for the suspension and removal of any elective and certain appointive officials is contained in a 1934 amendment.

Two proposals in the field of municipal publicity were submitted. One would have eliminated the eight thousand minimum circulation for the newspaper carrying official municipal business, and would have merely stipulated daily circulation. The second, which provided that official publicity of pending legislation extend to title notice at bill introduction, and full printing upon second reading, was approved.

Two public utility proposals carried. Any abandonment of transportation service must be recommended by the Public Utility Commission, but will not become effective if disapproved by nine supervisors. This amendment limits the commission's powers over long existing bus and railway lines, but grants exclusive power to establish new lines and to abolish them within one year after their creation. A 1937 amendment detailed the organization, operation, and management of the San Francisco harbor, whenever the state of California should transfer this utility to the municipality. It would also blanket the permanent employees of the harbor under civil service and the retirement system. The state of California still owns and operates the harbor.

Seven charter amendments proposing additional structural changes were defeated by the voters. Charter amendments to increase and clarify the Board of Supervisors' power over franchise, to raise their salaries, and to give them administrative powers, were proposed. An amendment to increase the hearing, inquiry, and subpoena powers of all municipal boards and commissions failed, as had an earlier attempt to widen the police commission's power in this respect. Amendments to create a traffic commission of considerable power, and to sanction the existing official practice in zoning, failed.

Fiscal Amendments

Several charter amendments relating to finance, notable for their diversity and specialized application, are grouped for convenience. Fiscal control is promoted by detailed budgetary procedure, provisions for issuance of tax anticipation notes, and for an emergency reserve fund regulating the character and frequency of controller's reports and limiting the time for filing injury claims against the city. Separate financial accounts and individual reconstruction and replacement funds must be maintained for each public utility. The voters refused to allow the Public Utility Commission, with the approval of two-thirds of the Board of Supervisors, to budget up to \$500,000 in excess of estimated annual utility revenues for capital expenditures.

A mandatory tax of a half cent per hundred dollars of assessed property valuation provides a partial municipal subsidy for maintenance of the symphony orchestra. A 10 per

cent preference for articles manufactured, fabricated, or assembled locally and used in public works or improvements contracts was approved, although a subsequent proposal to extend the preference to all purchases failed. A raise in the existing charter limitation on special assessments, with provisions for bonding the taxpayer to insure performance, failed. Tort liability was clarified by an amendment providing that the property owner must maintain his sidewalk in repair, while roadways shall be municipally maintained after their acceptance. Two amendments confirmed the principle that permits and inspection fees should cover costs and not be a source of revenue.

Bonding

In municipal elections between 1932 and 1942, thirty-one bond issues, and five charter amendments conferring revenue bonding power on the Board of Supervisors and/or the Public Utility Commission for specific purposes, were proposed to the people. Another amendment would have allowed revenue bonds to be approved by a majority of the voters, a majority vote of the Public Utility Commission and of the Board of Supervisors. The use of a charter amendment to carry revenue bonds by a majority vote was unsuccessfully attempted, in order to circumvent the two-thirds popular approval required for the passage of regular bonds. The voters passed thirteen bond issues and defeated all the charter amendments. Five declarations of policy requesting or approving the submission of bond issues were also defeated. All bond

issues were submitted by the Board of Supervisors, although they could have been initiated by petition bearing the signatures of electors equal to 15 per cent of the total vote for mayor at the last preceding election.

Political Factors

The 134 proposals were endorsed or denounced individually by various "interests." These actions were directly related to the social, political, and economic viewpoint of the groups, although each assertedly acted in the public interest as it conceived it.

Several "interests" are represented in cosmopolitan San Francisco. Perhaps the most important of these, with relation to the propositions described, are the municipal employees, union labor, the downtown group, public ownership advocates, improvement clubs, civic organizations, and the press. It has been stated that the municipal employees are united behind all legislation affecting them. Although public employees have been consistently interested in maintaining and advancing a high prevailing rate of compensation and retirement, it need hardly be pointed out that a charter amendment benefiting a single department might elicit support of the employee federations, but not necessarily of the individual employees throughout the civil service. The large number of acts passed in the field of personnel show that the employees have not been unmindful of their welfare.

Union labor has advocated cost preference for locally made goods and wage standardization in the trades.

The downtown group is vitally interested in finance—fiscal struc-

ture, bonded debt, tax rate, capital expenditures, and current municipal operating expenses. It wishes to attract outside investors to San Francisco, and this perhaps accounts for its advocacy of a low commercial water rate, a low tax rate, adequate transportation. This group and the municipal employees maintain permanent staffs and have campaign capital.

The advocates of municipal ownership of all transportation facilities and of all electricity and power distribution within San Francisco are a persistent and important factor. Numerous times, through regular or revenue bonds at various total prices, the purchase of the Market Street Railway Company and of the Pacific Gas and Electric Company has been proposed. Although these issues have not been successful, they have elicited considerable public support.

Varying attitudes characterize the district improvement, women's, and civic clubs, whose endorsements are eagerly sought. The San Francisco newspapers have supported various issues backed by each of the interests mentioned, but consistency, viewed as continued loyalty to one group, has not marred their independence.

Although the politician has not been listed as an interest, his presence and influence are discernible in each of the interests described. All the groups above influenced popular legislation, but no one of them was dominant during the period 1932-1942. Certain interests, strong within the municipality, were not particularly concerned with the issues presented.

It would be significant to find the relationship between campaign expenditures and voter judgment on submitted issues. However, there is no law requiring publicity of campaign expenditures on propositions. Several public utility acquirement bond issues and various charter proposals received substantial financial support, vigorous approval by leading officials and civic organizations, endorsements by labor and downtown spokesmen, editorial support from daily and district newspapers, and still lost by notable margins. Certain other issues of non-controversial or remedial nature passed without much campaigning at all.

The electorate—ultimate entity in election analysis—showed considerable independence in voting, although customary approaches to certain fundamental issues are observable. The voters have, with some consistency, favored the extension of the merit and retirement systems. They have supported legislation designed to clarify the charter and promote fiscal control. The people have been reluctant to vote bonds, and have refused to weaken the procedure for bond issuance. While they have approved some legislation for which no adequate campaign was waged, voter independence has defeated some proposals almost universally supported by

the "interests." No charter amendment or bond issue has been popularly initiated in the past eleven years. The volume, diversity, and complexity of the 134 issues submitted has been a frequent test of citizen judgment, and they provide a record of municipal progress in a major American city.

The following tables classify the proposals by type of legislation and by subject matter of charter amendments:

TABLE I

Recapitulation of Issues Presented, 1932-1942

Type	No. Pre- sented	No. Carried	Per- centage Carried
Charter			
Amendments	87	54	62
Bond Issues	31	13	42
Declaration of			
Policy	8	1	12
Referenda	5	4	80
Initiatives	3	0	—
Total	134	72	53

TABLE II

Charter Amendments Tabulated by Fields

	No. Pre- sented	No. Carried	Per- centage Carried
Personnel	49	34	70
Governmental			
Change	17	9	53
Fiscal	15	11	73
Bonding	6	—	—
Total	87	54	62

Contributors in Review

FROM school teacher and college professor to expert in matters pertaining to public utility economics and public control of business describes the career of **John Bauer** (*Hartford Metropolitan Needs Served by Water and Sewage Board*). Dr. Bauer has been called in by many cities and states as consultant on utility problems. He is author of numerous articles and books on the subject. Among the latter are *National Welfare and Business Stability—The Permanent Functions of Public Spending*; with Nathaniel Gold—*Permanent Prosperity and How to Get It*, *Public Utility Valuation for Purposes of Rate Control*, and *The Electric Power Industry—Development, Organization and Public Policies*. Dr. Bauer is public utilities editor for the NATIONAL MUNICIPAL REVIEW, consultant on public utilities for *Public Management*, and associate editor of *Public Ownership of Public Utilities*. He has been director of the American Public Utilities Bureau since 1925.

PERSONNEL member of the Technical Committee which prepared the recent cost-of-living salary adjustment plan for Milwaukee, **Ovid B. Blix** (*Milwaukee Local Governments Join in Salary Adjustment Plan*) has done personnel work for the states of Massachusetts and Michigan as well as for various smaller jurisdictions. In his present capacity as associate chief examiner of the Milwaukee City Service Commission Mr. Blix works closely with city officers on matters affecting personnel control and the classification and compensation of city employees. He served two years as field secretary of the Milwaukee Voters' League, and started his career with the city as its municipal reference librarian six years previous to joining the staff of the City Service Commission in 1925.

MILWAUKEE'S Municipal Reference Librarian, **Norman N. Gill** (*Milwaukee Local Governments Join in Salary Adjustment Plan*), continues his extra-curricular duties for the city as secretary of the Technical Committee appointed to draft a cost-of-living salary adjustment. Mr. Gill has served also as secretary of a committee appointed by the Common Council to draft a new budget law for Milwaukee. He has been staff member of the National Resources Planning Board's Urbanism and Science Committees, of the Committee on Public Administration on the Social Science Research Council, and of the Committee on Inquiry of Public Service Personnel of the St. Louis Governmental Research Institute. His new book, *The Municipal Research Bureau Movement*, will be published shortly by the American Council on Public Affairs.

HOLDING a B.S. degree from the University of San Francisco and an M.A. in political science from the University of California, **John M. Selig** (*San Francisco Voters Prove Sound "Lawmakers"*) has been an instructor in political science at San Francisco Junior College since 1936. Interested in public affairs since college days, Mr. Selig has had ample opportunity to observe the working of direct legislation in his city.

GUEST editorial writer in this issue, **Wilson W. Wyatt** (*Planning and People*) was elected mayor of Louisville in December 1941 by the largest majority ever given a Louisville Democratic mayor. Mayor Wyatt started his career as a lawyer; he was a faculty member of Jefferson School of Law from 1929 to 1935. He is a member of the Board of Trustees and chairman of the Postwar Planning Committee of the American Municipal Association, a member of the Advisory Board of the United States Conference of Mayors, president and director of the Kentucky Municipal League, and president of the American Society of Planning Officials. In the spring of this year he acted as special representative of the Board of Economic Warfare on its mission to North Africa.

Researcher's Digest: October

Direct legislation in California; another survey by Kansas City bureau; rural governmental research; wages in wartime; government in Tennessee; no GRA meeting.

WHILE California is not the only state to have taken direct legislation to its democratic heart, "Ham and Eggs" and other quixotic proposals have focussed somewhat startled public attention upon that state's use of the initiative and referendum. Therefore *The Initiative and Referendum in California*, by Winston W. Crouch, a new publication issued by the **Haynes Foundation of Los Angeles**, is of particular interest. (Dr. John R. Haynes was the leader of the direct legislation movement from the turn of the century, which perhaps explains in part the Foundation's concern with the subject.)

Professor Crouch's new work is relatively brief, but it covers the subject dispassionately and with ample history and statistics. There have been all of 390 measures submitted to the California electorate since 1912, and this does not include the numerous pieces of direct legislation submitted by the no less democratic municipalities to the same voters.¹ What happened? Did the minority pressure groups use the device to gain their own ends? Did the voters succumb to pressure, or to confusion, or to anything else? In short, did a species of direct government prove practicable?

Apparently, according to Professor Crouch, the answer to the latter question is a gladsome yes, and to the other two queries a fairly clear no. All sorts of groups seem to have used the initiative and referendum, or tried to use it, but the very diversity of the subject matter seems to have proved the democratic worth of the device. As for the voters, they appear, commendably, to

have kept their heads. They *did* tell off Ham and Eggs, and emphatically so, and they *did* adopt some constructive laws on subjects so technical as sound budgeting. More than that, direct legislation has served to educate the voters on a wide variety of subjects in which they ordinarily would not be interested.

Mr. Crouch's verdict is of special interest to this reviewer—a new California voter—who reeled back in confusion and horror when confronted with some thirty separate proposals, as well as a number of candidacies, on an "off-year" ballot. But after the first shock wore off, this voter discovered a new civic adventure in delving into the voluminous pro and con literature with which the registered voter is automatically provided out here. It *was* educational—and it's good to know that the education evidently had a constructive effect.

Research Meal

The **Kansas City Civic Research Institute** has lately issued a number of solid works of published research which are more than usually toothsome to the reviewer. The parade continues with *Kansas City Police Department* by J. M. Leonard, borrowed from the **Detroit Bureau of Governmental Research** for the purpose. There are some twelve pages of findings alone on efficiency in operation and economy in manpower.

The Institute also has recently issued *Public Knowledge and Opinion on Jackson County Affairs*, which brings together in pamphlet form all the data on the Institute's opinion surveys which were published previously in bulletin form. Earlier enthusiastic comments on these surveys² make it un-

¹See p. 486, this issue.

²See "Polls," NATIONAL MUNICIPAL REVIEW, May 1943, p. 253.

necessary to point out how useful this compilation will be to those interested in this newest tool of governmental research.⁸

New York Local Government

The **New York State College of Agriculture at Cornell University** has for a long time been actively identified with local government research, which is a natural and wholly admirable extension of the cracker-barrel type of discussion of local politics for which we have a native genius. Now the College comes forth with a straightforward, brief, and entirely valuable presentation of the subject of *State Aid and Shared Revenues*, a matter of the utmost importance to the rural areas in which the College is naturally most interested. Who pays—and who gets—and for what? are the questions the upstaters want answered and C. A. Bratton supplies the facts although not, it must be added, in a manner calculated immediately to be applied at the cracker-barrel level.

Another semi-new publication from the same source is *Rural Government in New York*, a revision of a September 1935 pamphlet by M. P. Catherwood and T. N. Hurd. Mr. Bratton has also had a hand in this one and it has all the admirable completeness and factualness of the other works of the College of Agriculture.

To Raise or Not to Raise

Perhaps a jog or two removed from the usual run of governmental research literature, but not unrelated, is *Wage Rates and Living Costs in a War Economy*, by Maurice S. Brody, one of the series of Studies in Business Administration of the **School of Business, Uni-**

versity of Chicago. There is an impressive array of economic facts, figures, and arguments which go in the end to bulwark the announced policy of the President not to permit wage increases to follow the cost of living, but rather to direct governmental attention to keeping down the cost of living as much as possible. This conclusion, of course, bears directly upon the pressing wartime problem of what to do about the salaries of municipal employees. Mr. Brody would seem to be among those who argue that the wages should stay close to where they were, in the interests of the national economy as a whole.

Manager Plan Does It

A very large volume of financial data results from *The 1942 or Seventh Annual Survey of Local Government in Tennessee*, conducted by the **Tennessee Taxpayers Association**. Such improvements as were found stemmed, it is reported, from war prosperity tax collections. But administrative methods as a whole remained poor, the surveyors found. However, some fine examples of what happens when a government does reorganize administratively are also presented, *vide* the proud pages on Kingsport, Tennessee's "first model council-manager municipality." Says the Association, in effect, "It can be done, boys—it can!"

Casualty

In case you haven't already heard, the **Governmental Research Association** will hold no meeting this year, thus removing temporarily from the scene a pleasant annual landmark and the opportunity for a sometimes sparkling exchange of ideas and pleasantries. This, indeed, is war.

(Continued on Page 520)

⁸See also "Kansas City Goes A-Polling," by Loren B. Miller, the *REVIEW*, January 1943, pp. 12-16.

On the Local Front

Prepared by the Office of Community War Services, Federal Security Agency
Charles P. Taft, Director

ZILPHA C. FRANKLIN, Editor

"Back to School"

THIS fall sees millions of boys and girls faced with the decision as to whether they will keep on with their summer work, or go back to school.

The labor shortage due to the war has drawn school youth into industry in constantly increasing numbers. Good wages and opportunity for quick advancement have proved alluring to boys and girls who in ordinary times would never think of going to work until after they had finished high school. Now their problem is: "Shall we quit and go back to school?"

The best answer lies in a community approach to the problem, so that the interests of war production and education both can be served. Part-time work and study programs have sprung up all over the country as a practical, immediate solution. Paul V. McNutt, Chairman of the War Manpower Commission and Federal Security Administration, and John W. Studebaker, U. S. Commissioner of Education, have issued official statements urging that this course be followed.

It is obvious that the problem is no small one. The Children's Bureau of the U. S. Department of Labor has estimated that at least four million boys and girls in the fourteen through seventeen age group were at work during the summer. About half a million of these, aged sixteen and seventeen, were employed in manufacturing industries. Here, of course, the boy or girl has the best opportunity to see the concrete results of his contribution to the war. But there are also uncounted thousands of children who are employed—thou-

sands in the age group below fourteen. These youngsters have taken on many of the odd jobs formerly held by the older groups, and do everything from "jerking soda" to running errands.

Moreover, during the past school term many high school pupils have dropped out to enter employment without any thought of ever returning to complete their secondary education. In one large industrial city the enrollment of the public schools decreased approximately 18 per cent between 1941 and 1943; in another similar industrial city the decrease was more than 20 per cent. In the first of these cities the usual number of work permits issued annually has been between 10,000 and 12,000; but from January to May of this year the monthly average was 5,000. In the second city the number of work permits issued between 1939 and 1942 to youth between sixteen and eighteen years of age increased more than 1,500 per cent. Even for children between fourteen and sixteen, the increase was more than 700 per cent.

To grasp the situation fully a number of facts on youth at work need to be kept in mind:

1. In 1942, 901,000 boys and girls fourteen through seventeen years of age obtained certificates permitting them to enter full-time or part-time work, according to figures of state and local offices reporting to the Children's Bureau. Of this number, 156,000 were fourteen or fifteen years old. In addition, large numbers of children enter employment without certificates because these are not required for the occupation or

because the children go to work illegally. In the early months of 1943 the number of young persons of these ages who obtained work certificates was more than double the number in the same months of 1942, and the rate of increase for fourteen- and fifteen-year olds was greater than for the sixteen- and seventeen-year olds.

2. Many of these young workers, particularly those under sixteen, are in jobs that are not essential to the war effort and that offer little training for usefulness after the war.

3. Illegal employment of children is on the increase. State labor officials report more and more violations of state child labor laws. The number of children found by federal inspectors to be employed in violation of the child labor provisions of the Fair Labor Standards Act increased from 1,761 in the year ended June 30, 1941, before the United States entered the war, to 4,567 in the year ended June 30, 1943.

4. Legal safeguards against child labor are breaking down. In 1943 seventeen states lowered standards or authorized the granting of relaxations in their laws governing employment of young workers.

5. More and more children are attempting too heavy a combination load of school and work. Boys and girls of fourteen to sixteen are working forty hours a week or even longer on top of their twenty-five to thirty hours a week at school. For instance, a fifteen-year-old boy works a six-day, forty-eight-hour week as bus boy in a cafeteria, from 4:30 p.m. to 1 a.m. and also attends school for twenty-seven and one-half hours a week. A sixteen-year-old grocery clerk carries a program of school and employment totaling seventy-six and one-half hours, with work both before and after school.

While the need for more and more war production workers is admittedly

urgent, the Army and Navy continue to call for well educated youth who are capable of handling the complicated machines of mechanized war. The High School Victory Corps has been introduced into many schools in an effort to rearrange the curriculum so as to recognize the needs of the armed forces as well as of civilian war production. The War Department, coöperating with the U. S. Office of Education, has prepared a series of pre-induction training courses for high school youth so that their education may be pointed to Army needs as specifically as possible. Clearly, to be good soldiers and sailors, our youth should have all the education they can get.

Urge Return to School

On August 26, Mr. McNutt said in part:

"Communities and educators . . . must face the fact that there are real manpower shortages in many communities. They should recognize, too, that a community and an educational program which do not provide opportunity for work will leave a real hiatus in the lives of many young people who keenly feel the issues of the present conflict. Intelligent action on the part of educators and community authorities can meet that dilemma successfully.

"With the approach of a new school term, a plan of action should be developed which, at the same time, continues educational opportunities and permits student manpower to be used in the nation's interest.

"The program in every community should be one which takes full account of the laws which govern the labor of children and the boys and girls of school age. There should be no lowering of the barriers which have been so wisely erected against the exploitation of children and of youth. . . ."

The National Congress of Parents and

Teachers has expressed itself as follows:

"Until all sources of adult labor have been exhausted, children and youth should not be drawn into the labor force before completion of their education. . . . Their rightful heritage of an adequate education and a normal growth period should be preserved."

The Children's Bureau has issued this statement:

"With care we can use the devotion and skills and intelligence of our children without harm. But this cannot be left to chance. We cannot leave it to children to decide what is the best way for them to share in the war. They must be helped to choose, and to choose wisely. . . . For a very large proportion of the children who have taken summer jobs, this choice should be a return to school."

Commissioner Studebaker spoke for the Federal Security Agency's Office of Education:

"For the duration of the war every older able-bodied boy in high school is faced with the prospect of service in some branch of the armed forces. To these boys I say go back to school this fall; resume your education and training; point your studies to preparation for service to your country in the air, land, or sea forces. Put yourself in tip-top physical condition. Enroll for intensive work in mathematics, science, aeronautics, and such shop courses as may be available in your school. Study war aims and problems; keep in touch with the progress of the war on the battle fronts; and on the home front volunteer to help in community war service.

"To older high school girls who have been employed at manifold and necessary tasks during the summer, I say consider carefully your responsibility to secure the training which will enable you to render service to your country at your highest skill.

"To both boys and girls of high school age, I suggest that it should be possible to work out arrangements in your high school so that you can, if manpower shortages require it, continue part-time employment and at the same time resume your schooling. A number of communities have already developed plans which range all the way from part-time employment with staggered hours to conform to school and health requirements to splitting a job between two or three young people who spend alternate periods of time in school and on the job. Ask your principal about this possibility now."

All Groups Should Cooperate

To summarize: Only through the active coöperation of all community groups—labor and employers, schools, placement agencies, parent-teacher associations, youth-serving agencies, chambers of commerce, church groups, community service clubs, and other citizen groups—can a program to encourage fullest attendance of children at school and yet see that war production needs are met, be carried through to a successful conclusion. All these groups in each community can:

1. Support activity of the public agencies that have to do with keeping children in school and supervising their transition from school to work; that is, attendance officers, placement and counseling officials, certificate-issuing officers.

2. Give constant stimulation to better enforcement of child labor and school attendance laws.

3. Make aggressive efforts to find new sources of labor supply, so as to lessen the pressure upon children to fill labor shortages.

4. Map out a part-time school and work program which will make both school attendance and employment possible.

News in Review

City, State, and Nation

Edited by H. M. Olmsted

State and Local Aid Given War Agencies

OWI Survey Shows National Cooperation

THE federal government has been receiving whole-hearted coöperation on war problems from state and local governments, according to a canvass of federal war agencies recently completed by the Office of War Information.

The OWI listed as some of the results of this coöperation:

Uniform rules permitting most trucks carrying war materials to cross state lines unhampered.

Interstate reciprocal licensing of passenger vehicles to make it easier for war workers to travel from state to state. Trouble spots persist in some sections.

Recognition of legal documents executed by servicemen before commissioned officers instead of notaries, without indicating where such documents are executed (hitherto mandatory in many state laws); thirty-six states have adopted the liberalized practice.

Relaxation of stringent laws governing powers of attorney, to make it possible for servicemen's dependents to act for them during long absence or when they are reported missing. Fourteen states have taken such action.

Standard laws on weights and measures to prevent deviation in size or weight of munitions and war weapons, and to help maintain price ceilings.

Lifted restrictions on state banks, making possible local financing of large war contracts, in thirty-eight states.

Changed state housing laws and building codes to meet federal regulations dictated by scarce materials and the necessity of war housing.

Housing authority legislation was adopted in twenty-seven states.

Altered state laws governing prison labor resulted in millions of dollars' worth of war goods by thousands of prison inmates.

While coöperating with one another and with the federal government, it appears from the survey that states and municipalities have jealously guarded their traditional American concepts of self-government. Some municipalities refused to pass civilian defense ordinances so phrased as to appear to make local rule subservient to federal regulations. Another instance of local individualism was the decision of three states to abandon war time.

Local Autonomy Recognized

State and local coöperation has been greatest, it is reported, where federal war agencies have recognized local autonomy, and used local machinery to administer regulations of national scope. Most difficulties have come from deviation from that principle.

To coöperate with organizations such as the Council of State Governments, the state leagues of municipalities, and related groups with Washington offices, and to provide a central federal clearing house for suggestions for state legislation, the Section on Federal-State Relations was set up in 1940 in the Department of Justice, and machinery has been developed, particularly in coöperation with the Council of State Governments, for the preparation, clearance, and channelling of proposals for state legislation designed to implement the activities of federal agencies in connection with the prosecution of the war. Proposals of state origin which affect the activities of federal agencies have been likewise channelled for clearance and a fusion of federal and state points-of-view. At times, also, it has been possible to

ease tensions which have arisen and which threaten to impede the war effort.

The Federal War Agencies Committee, created in 1942, has acted in the field of state barriers prejudicial to the war effort, particularly in the field of transportation.

Many of the individual federal agencies have maintained constant contacts with the states and municipalities and their respective organizations.

Transportation Problems

A climax in motor-vehicle transportation difficulties was reached during the spring of 1942, when truck transportation of war materials across the continent had become an urgent necessity. On the initiative of the Council of State Governments, the Executive Committee of the Governor's Conference met on May 20, 1942, with a special committee appointed by the President consisting of the heads of ten federal departments and war agencies. The Committee assumed responsibility for establishing uniform motor truck standards throughout the country. These standards were developed by the War Department and submitted to and accepted by the states. Ten days later all the states had assured the President that the uniform standards recommended were in effect for the duration.

Conditions greatly improved thereafter, but many governors, in the absence of specific powers to suspend state laws (since corrected where emergency war powers acts have been adopted), had difficulties with enforcement officers. Some local constables had not heard, or didn't care, about the agreement with Washington. Others would let trucks go through if drivers would declare they were transporting war materials; which, to avert sabotage, truck drivers were forbidden to do.

Machinery for meeting special transportation problems has been set up in ODT under Director Joseph B. Eastman, where the problems of the Federal War Agencies Committee, the Interdepartmental Committee on Trade Barriers and the Army are pulled together.

Other items on the federal-state program presented to the states through the Council of State Governments include an Emergency War Powers Act; additional civilian defense legislation, designed to strengthen existing systems; child care centers legislation; legislation relating to the repression of prostitution; weights and measures legislation; exchange of tax information and investment of public funds legislation, and others. Enactments, in these fields, were widespread and satisfactory.

Without solicitation all but seven of the states are operating—at their own expense—payroll deduction systems for their employees to purchase war bonds. All cities of more than 50,000 population, and many smaller ones, are doing likewise.

Scrap metal and rubber drives, although planned nationally by the Treasury Department, have been handled entirely by the 15,000 local committees operating in all of the 3,053 counties of the country.

Early this year the Government Division of WPB suggested that states and localities work out a plan for sharing road construction maintenance and snow removal machinery. All but ten states are now using the plan, with responsibility for effectiveness left entirely to the states and localities themselves.

Council-Manager Plan News

Hubbard, Texas, adopted a city manager ordinance August 10; it has had a manager since 1932, but has not been on the official list of the Interna-

tional City Managers' Association. The new ordinance is such as to qualify it for the list.

As a first step toward obtaining council-manager government for **Provo, Utah**, petitions are to be prepared for submission to the city commission, about 700 signatures being required. Approval of this move was given with but one dissenting vote at a public meeting at which George Bean, city manager at Escanaba, Michigan, and a native of Provo, explained the manager plan. A general committee of seven was appointed to handle the petitions. If approved by the city commission the proposal will go on the ballot, together with nominees for a charter commission of fifteen members. It is expected that the procedure will take about two years. The Chamber of Commerce and the Kiwanis Club are interested in the plan.

In **Eugene, Oregon**, Mayor Elisha Large on August 23 appointed a committee to study a proposal to adopt the manager plan.

A manager campaign is in progress in **Everett, Washington**. Mr. Herb Wilson, co-chairman of the Civic Affairs Committee of the Chamber of Commerce writes: "We are getting along very nicely, receiving some good coöperation from some parties and then of course the opposition is starting to manifest itself. . . . The paper has given us good support, printing all stories that we have asked for. . . . We hope to have the petitions on the streets for signatures by the 10th of this month [September] and put the amendment on the ballot of our city election November 20."

The city council of **Fairbanks, Alaska**, is reported to be highly favorable to the manager plan, proposed by a large number of voters, according to John W. Clark, chairman of the council's investigating committee. The lat-

ter was appointed by the council, prior to submitting the issue to a special election, to inquire regarding the manager plan and the possibility of obtaining suitable applicants for the position.

Interest in the manager plan is being shown in **Lansing, Michigan, The Dalles, Oregon, and Sand Springs, Oklahoma**. Mayor I. P. Nelson of the latter city is studying the plan.

The vote against the manager plan in **Carey, Ohio**, was not as great as was announced in these columns last month. Instead of 416 to 184 it was 232 to 184, an adverse majority of 48. According to H. B. Keller of that city the plan was defeated two years ago by a majority of 148; and another effort will be made next year.

City Managers' Meeting Stresses Postwar Problems

Postwar problems of cities and the importance of general public understanding and participation in their making were emphasized at the thirtieth annual conference of the International City Managers' Association which was held September 10 to 14 at Chicago.

Frank C. Hanrahan, county manager of Arlington County, Virginia, who succeeded the late E. M. Knox as president during the past year, was re-elected president of the association. Vice presidents elected were Leonard G. Howell, Port Huron, Michigan; Russell E. McClure, Wichita, Kansas, and C. Q. Wright, Albany, Georgia.

The 149 managers present—who established a near record of attendance—represented a total of 1,118 years of manager experience. Besides those from United States cities, managers attended from Canadian cities and from Puerto Rico.

In addition to managers, among those who addressed the conference

were Paul G. Hoffman, chairman, Committee for Economic Development; Mayor Wilson W. Wyatt, Louisville; Arthur Collins, consultant on local government, London, England; James M. Mitchell, director, Civil Service Assembly of the United States and Canada; John Nuveen, Jr., Chicago civic leader and member of the Council of the National Municipal League; Carl H. Chatters, director, Municipal Finance Officers Association of the United States and Canada; Dr. Yu Lin Hsi, personal representative of Generalissimo Chiang Kai-shek, who is in the United States to observe the operation of municipal government; C. A. Dykstra, president, University of Wisconsin, and past president of the National Municipal League; Louis Brownlow, director, Public Administration Clearing House.

Two Oregon Cities Prepare Charter for Consolidating

In accordance with a law adopted by the Oregon legislature in 1941, permitting the consolidation of non-adjointing cities and the inclusion of the intervening territory in the consolidated city, a charter has been drawn for a proposed new city, Coos Bay, which would consolidate the existing cities of Marshfield and North Bend and a strip of territory between them. Under the statute the charter will be submitted to popular vote at an election where both the consolidation proposal and the charter will be passed upon.

According to Orval Etter, of the staff of the Bureau of Municipal Research and Service, University of Oregon, the North Bend council first opposed the consolidation idea, as presented by petitions, under the law, from residents of the two cities and the intervening territory, but later met with the Marshfield council and declared the petitions sufficient. Each of the two city councils then appointed two members of a charter commission and the

Coos County judge appointed two members for the "no man's land." The commission called on the University's Bureau of Municipal Research and Service for information and assistance in drafting a charter. On August 18 the commission adopted the charter prepared in coöperation with the Bureau and on August 23 presented it to the two councils.

The charter provides for the council-manager form, under which the only elected officials would be seven councilmen, chosen by proportional representation. The consolidation, if effected, would be the first under the new law and the first consolidation of any two cities in Oregon in thirty years. The charter would make Coos Bay the first city in Oregon under proportional representation.

Urban Redevelopment Bills before Congress

Among proposals now before Congress for postwar—or immediate—urban planning are the urban redevelopment bills of Senators Wagner and Thomas.

The Wagner bill, backed by private real estate interests represented by the Urban Land Institute, would establish the administrator of the National Housing Agency as the chief official in charge of federally-aided local planning and rebuilding. The NHA would be authorized "to make loans to cities, or appropriate instrumentalities of cities, for the purchase of land and improvements thereon in areas that are designated in a development plan for development or redevelopment by private enterprise and by public improvement; for the clearance of land so acquired; for the installation, construction, or reconstruction of streets and utility improvements essential to the preparation of sites for neighborhood rebuilding." The bill would au-

thorize a billion dollars in the ensuing year for 99-year loans to cities and their planning agencies at rates prescribed by the NHA and secured by the land acquired. Having cleared the land the cities would sell it to private builders for modern neighborhood development, or to appropriate municipal agencies. The city must have an adequate city plan. Grants for preparation of development plans are authorized.

The Thomas bill would establish a new agency—the Urban Redevelopment Agency—in charge of federally-aided urban rebuilding. The administrator of the agency would be authorized to make loans to municipalities for the acquisition of real estate for development or redevelopment of cities or urban areas of which such cities are a part, or for reservation of areas for future planning and development; he may also make grants to planning agencies. The Thomas bill requires more meticulous planning and control than the Wagner bill, and provides for leasing rather than outright sale of land to private interests.

AMA Aids Municipal Postwar Planning

The Special Committee on Planning of the American Municipal Association has published a statement in pamphlet form entitled *Municipalities and the Postwar*, intended to assist municipal officials in planning for the postwar period. It has been sent to the state leagues of municipalities for distribution to city officials.

Los Angeles and Milwaukee Seek Planners from Entire Nation

In order to obtain the best qualified persons available in the nation to start immediately on the plan for the vast postwar development of Los Angeles, California, the municipal Civil Service

Commission waived the usual requirement of residency and held examinations in August open to candidates from any part of the United States.

Milwaukee, Wisconsin, similarly held an examination in September for planning research technicians, open to citizens of the United States wherever domiciled.

Unicameral Government Sought for Richmond

A bill proposing a referendum on a unicameral council for Richmond, Virginia, has been in process of drafting by Legislator B. E. Stallard for introduction in the General Assembly in January 1944. Mayor Ambler of Richmond has endorsed the proposal. The city council has twice turned down the mayor's proposal for a referendum on the subject.

Wisconsin League Legislation Successful

The legislature of Wisconsin recently recessed until January 12, 1944, at which time it is expected that only emergency legislation will be dealt with.

According to the American Municipal Association the legislative program backed by the League of Wisconsin Municipalities was very successful, every measure proposed by the League being enacted into law. Among these were measures of the following character: authorizing municipal taxation of certain federal property; providing a flexible scheme for the installment payment of real estate taxes; creating a sound optional statewide retirement system for municipal employees; requiring liberal court interpretation of municipal zoning ordinances; completely revising the statutes relating to the financing of special assessments; requiring the state to construct and reconstruct city and village streets over which are routed state trunk highways;

and allocating to municipal treasuries 75 per cent of drivers' license fees when examinations are conducted locally. The two latter measures were passed over the Governor's veto.

Supported by the League, although not on its official program, were various other proposals that became law, including the following: broadening the power of condemnation for airports; authorizing cities to issue general obligation bonds for municipal parking lots; authorizing a thorough investigation of present allocation of state highway aid; and compelling the state to reconstruct streets when damaged because of state trunk highway detours. It is reported that no objectionable proposals against which the League appeared in opposition were enacted; bills failing included several dealing with tax limitation, several containing unsound pension proposals for municipal employees, several reducing municipal revenue from certain taxes and aids, and numerous proposals interfering in the organization of local government.

State and Municipal Employment Trends

The United States Bureau of the Census has just published¹ the results of its quarterly survey of state and municipal employment for the month of April 1943.

State employees (other than school employees) were fewer than in any other reported month, except January 1943, since the quarterly survey was started in January 1940. The estimated total number of state employees in April 1943 was 475,000 (one per cent more than in January 1943) as compared with 529,000 in April 1942, 534,000 in April 1941, and 535,000 in April 1940. April payrolls in the four years re-

mained about the same—about \$60,000,000—indicating higher average earnings in April 1943.

Municipal employment in cities of 25,000 or more—415 in number, including Arlington County, Virginia, and four Connecticut towns because of their municipal or urban character—was about 5 per cent greater than in January 1943, but this was because of temporary employees, particularly in connection with elections. There was hardly any net change between January and April in the number of permanent full-time employees; April was slightly less, showing the lowest number for any month covered since the beginning of the quarterly survey in January 1940. Aggregate payrolls, however, were higher in April 1943 than in any previously reported month except July 1942. The average salary increase was indicated as less in percentage than the increase in cost of living shown by Bureau of Labor Statistics indexes. The estimated number of employees in April 1943 was 525,000 and the payroll \$94,900,000.

Ohio Salary Survey Ordered; School Law Codified

The General Assembly of the state of Ohio, which adjourned later than most of the state legislatures, created a commission of nine members to study and consider salary problems of all public officials and employees in the state and to report back its findings and recommendations, according to Abraham Gertner of Columbus, our Ohio correspondent.

Another achievement was the recodification of the entire body of school law, pursuant to the recommendations of the Ohio School Survey Commission, the life of which was extended for an additional two years. Because of many absences of students caused by labor shortage, high schools were

¹*State and Local Government Quarterly Employment Survey*, Vol. 4, No. 7; August 1943.

authorized to count students who are absent for work on farms or in industry not more than thirty days in a school year, in computing attendance as a basis for state contributions; and an additional one and one-half million dollars was provided for financially weak school districts.

In contrast to an ambitious welfare program sponsored before the legislature, little was accomplished; recodification of child welfare laws, sponsored by the Ohio Children's Code Commission, and of local relief laws, were among measures that failed of passage.

Committee Studies Minnesota Government and Spending

The 1943 Minnesota legislature authorized an interim committee of the House of Representatives which is making a detailed study of the state government and its expenditures, gathering factual data and analyzing the functioning of state departments so as to make recommendations for improvements to the 1945 session of the legislature.

Certificates for Public Employee Training Personnel

The Bureau of Public Service Training of the New York State Education Department is now prepared to issue certificates of service in recognition of instructors or administrators of state and local employee training programs. The Bureau has issued for many years Regents' public service training certificates to state and local employees completing training courses successfully. These certificates have been recognized by the State Civil Service Commission and local civil service commissions for credit in promotion examinations.

Certificates of service are granted only to those who are officers or employees of the state or its subdivisions, or who administer for public or quasi-

public agencies training programs for officers and employees of the state or its subdivisions. They must have had satisfactory training and adequate experience in teaching or administration as to a public service subject or project.

ALBERT H. HALL, *Director*

New York State Office
of War Training

Hatch Act Given Broad Construction

The United States Civil Service Commission, in a recent application of the Hatch Act (prohibiting political activity by federal employees and state employees whose principal employment is in connection with projects wholly or partly paid from federal funds) has interpreted it broadly in ordering the dismissal of two employees of the Illinois Division of Highways. The Commission declared that any employee of a state or local agency is subject to the act "if as a normal and intended incident to his principal position or job he performs duties in connection with an activity financed in whole or in part by federal loans or grants."

Senate Weakens Civil Service Safeguards

By a rider to the Labor Department-Federal Security Agency appropriation bill the United States Senate has prevented the Social Security Board and the Children's Bureau of the Department of Labor from withholding funds from states where employees of the state agencies are appointed in disregard of the merit system standards set up by the Social Security Board. The Social Security Board and other federal agencies formerly had such power. Now, as to the two agencies mentioned, it will merely be required that a merit system be in operation.

Citizen Action

Tyranny of Boss Rule Inspires New Group

Political Quarrel Responsible for Augusta Citizens Union

ALL the credit for the founding of the **Augusta (Georgia) Citizens Union** belongs to the "boss" of the local political machine.

On a Friday night last November, at a football game in the high school stadium, there was some disturbance and no police to take charge. Several people wanted to know where the police were. One citizen stood up and blamed their absence on the political machine. The wife of a councilman told him that he should not talk like that about the Cracker party. Whereupon the citizen said that this was a free country and he would talk about the Cracker party as he pleased. He added, furthermore, "To hell with the Cracker party!"

He was not arrested at the scene of the crime, but sixty-four hours later, on Monday morning, the police came to his place of business. They had no warrant for his arrest, but they said he had better come along quietly anyhow. He was put in jail, incommunicado. He was fingerprinted, photographed. What was the charge? "Disorderly conduct—cursing in the presence of ladies." After about five hours he was taken before the "boss" and asked if he wanted to make this a "personal matter." The citizen said, no there was nothing personal about it. So he was given a thorough "dressing down" and allowed to deposit \$52 bail and depart.

Not many hours later twelve citizens met at the house of one of them. "Let's call a mass meeting and form a

citizens union." "Let's form a citizens union right now." So, without more ado, they called themselves the **Augusta Citizens Union**, elected a temporary chairman, appointed a temporary executive committee of four to draw up a full-page advertisement for both newspapers calling for members to support a program of good government in general, and the resignation of the "boss" from his job as safety commissioner in particular.

There were some five hundred replies, from citizens in all parts of town and in all walks of life and in most income brackets, the most conspicuous absences being in the upper.

Ward Organization

These names were classified according to wards and it was found that all wards were represented. With this as a basis the organization of ward committees was begun; volunteers got in touch with the names in one ward at a time, by telephone or letter, and a meeting was called in the ward.

The process of holding these meetings occupied the better part of two months. The attendance was usually small, and even among those present there was great reluctance to accepting the job of chairman of the ward committee. A compromise was usually made by electing a temporary chairman and calling another meeting.

But after about two months there were committees in five of the seven wards, some better organized than others but all with enough of a nucleus to be expanded later. These committees were asked to elect two delegates to an executive committee which would replace the temporary one and would be in charge of the policy and the functioning of the ACU as a whole.

When these delegates had been elected, the executive committee met and elected officers—none of them professional politicians and most of them

with no political experience at all: the president was an author, the vice president a conscientious business man, the secretary a lawyer, the treasurer a real estate man.

Program Planned

The immediate job seemed to be to raise some money and to increase the membership. The program of calling for the resignation of the "boss" had to be abandoned in the stage of "calling for"; the Civil Service Commission, which theoretically appointed the "boss" to the position of safety commissioner, declined to take any action, and in the meantime the citizen who had been arrested without a warrant had been persuaded by his learned counsel to drop all charges in return for his photograph and his fingerprints and his \$52.

So the ACU set itself to the long and uphill task of creating better government by nominating and if possible electing better public officials.

Its immediate program is to elect its five nominees for City Council and to continue to put forward responsible citizens as nominees in all elections.

Its intermediate program calls for a purging of the registry list of the city and the registry list of the county; this matter was taken before the mayor, who has power to appoint a committee to purge the city list. He stated publicly in the newspapers that he was too busy with war work to bother with politics at the moment, but he has since appointed this committee.

The long-term program calls for passing a bill in the State Assembly providing for a system of identifying voters at the polls by a comparison of signatures, as is done in New York, Detroit, and elsewhere.

The Augusta Citizens Union now numbers some 1,200 members. Its expenses are small and are taken care of

by voluntary contributions. The success of the organization is in the balance, owing to the refusal of so many citizens to "meddle in politics." Among the members, however, there is spirit and energy and a strong determination that the "boss" shall not have made his arrest in vain.

BERRY FLEMING, *President*

Augusta, Georgia, Citizens Union

The Home Front: Community Service

War following closely upon depression has accelerated personal and group disorganization. The aftermath undoubtedly will place tremendous demands upon community organization.

Specialists in community organization and public welfare have already developed formulas predicated upon operating budgets and the services of specialists. However, these plans are best adapted to large urban communities.

But throughout America a majority of our urban communities are small, precluding substantial budgets and the services of a staff of technicians, thus posing the question of how to muster the resources of a small community to meet its war and postwar needs.

The job will demand coöperation between amateurs and trained workers who though too few can nevertheless provide useful guidance. The amateurs with their sincerity and whole-hearted interest must accept the guidance of the specialists, who in turn must develop a philosophy which admits the services of coöperative lay leaders.

The typical American community already has its host of organizations which exist avowedly for the purpose of doing good. In the depression the resources of these various groups were taxed beyond capacity while problems multiplied daily. The writer's own community—Columbus, Mississippi—is typical.

Facing the facts, representatives of a score of organizations prepared plans for a council of welfare groups to serve as a clearing house and coördinating center. These plans were not carried through at the time but later, when war brought its many problems to the community, they were revived.

Groups Cooperate

A coördinating council for public and private agencies was formed. Membership was opened to all organized groups and to citizens interested in welfare activities in this county of 40,000 population—contrary to the social workers' theory that such an organization should be restricted to professional social service agencies. It was felt that in a typical community like the Columbus area, which includes a county seat and some small towns or villages, the community rather than the social workers' profession should be the basis for organization.

Groups participating included various organizations within the churches, the Associated Charities, Salvation Army, Red Cross, Y. M. C. A., Y. W. C. A., lodges, Parent-Teachers' Association, American Legion and its Auxiliary, the Rotary and other service clubs, and numerous others.

The coördinating group is called the **Lowndes County Welfare Council**. In view of the fact that it is impossible for such a large group to function effectively as a body, full meetings of the council are held quarterly, chiefly to hear reports and receive information regarding achievements and problems which confront the community. The real work is carried on through the case committee, consisting of a chairman and nine members, which acts as an executive and clearing committee for the member organizations. The committee meets monthly; three members are empowered to act between meetings in emergencies.

Quite frequently individual organiza-

tions deal with specific cases; such procedure raises again the problem of duplication. A solution has been worked out, however, through a confidential Social Service Exchange to which all member agencies promptly report cases handled.

A simple case is usually handled by the agency which first becomes aware of it. Problems such as direct family assistance, employment, and health fall under this heading. When a member agency handles a case, it reports the transaction to the Social Service Exchange; and in the event that the same person appeals to another agency for aid, the two decide whether it is a duplicate appeal or one requiring supplementary aid.

Emergency cases sometimes arise when an appeal for aid is brought directly to the attention of some individual belonging to a member group. If this organization does not have means, the applicant is directed to the case committee which can give assistance from the Council's modest treasury.

The Council now is giving especial attention to the trend in juvenile delinquency reflected in our locality. It sponsored a meeting on the problem which brought a frank and open discussion of conditions in the community. Meeting later with the case committee of the Council, interested persons set up a Committee on Youth Problems and Guidance which is serving currently as the planning and steering agency on juvenile delinquency.

All of us must recognize that our small communities cannot support extensive professional welfare services. We must approach the problem in the spirit of true community service and coöperation which the coördinating council in this community has so successfully fostered.

DAVID W. KNEPPER
Mississippi State College
for Women

Taxation and Finance

Edited by Wade S. Smith

Gas Tax Collections Analyzed

First Six Months of 1943 Continue Downward Trend

WHEN rubber and gasoline restrictions were first imposed, widespread estimates of the probable decline in state gasoline tax revenues were made, ranging up to an anticipated drop of 50 per cent or more. Happily, the more gloomy predictions have yet to be realized, but nevertheless there has been a considerable decline, approaching 50 per cent in some states.

One of the most useful studies of gas tax collection trends is that prepared by Dr. Edna Trull, of the Municipal Service division of Dun & Bradstreet, Inc.,¹ which converts

¹*Trend of Highway Revenues.* Municipal Service Department, Dun & Bradstreet, Inc., 290 Broadway, New York City. Data is from Bulletin No. 7, Series 1943.

monthly and cumulative revenues into index numbers based on 1941 as 100. This index shows that median collections for the first six months of 1943 for forty-seven states—Indiana did not report—were 73.2 per cent. The range was from a high of 95.2 per cent to a low of 53.9 per cent. The data for the forty-seven states are given below.

As Dr. Trull points out, this period covering the first half of 1943 provides a clear indication of the inroads of war on state revenues from the gasoline tax, since during this time all the states were under rationing, although rationing still fell with greatest severity on the eastern states.

Naturally the cumulative figures smooth out the month-to-month downward trend, but it is significant that the month-to-month change for 1943 has been relatively slight. Where the six months cumulative median stood at 73.2, the median index for June was 69.7 as compared with 72.1 for January.

The gradual decline in collections, as indicated by the movement of the monthly median, is shown in the table on page 510. To be especially noted is the fact that for the first half of 1943 relatively little fluctuation was shown

*Gasoline Tax Collections, Forty-Seven States
First Six Months, 1943, Compared with Six Months 1941*

South Dakota	95.2	Colorado	75.9	Vermont	67.7
Utah	95.1	Massachusetts	75.4	Georgia	67.7
Oklahoma	88.6*	Mississippi	75.0	Montana	67.6
Tennessee	84.3	New Mexico	74.7	Illinois	67.5
Minnesota	81.6*	Kansas	74.7	North Carolina	66.9
Nebraska	81.5	Louisiana	73.9	Wisconsin	66.7
Nevada	80.3	Wyoming	73.5	South Carolina	66.5
Alabama	80.0	Arizona	73.2	Michigan	65.6
Arkansas	79.4	California	73.1	Delaware	63.3
Kentucky	79.2	Iowa	72.4	North Dakota	59.2
Idaho	78.9	Maryland	72.2	New Hampshire	59.0
Oregon	78.5	Ohio	71.7	Florida	58.9
Texas	78.3	Missouri	70.8	Rhode Island	58.0
Washington	77.8	West Virginia	69.9	New Jersey	57.9
Connecticut	77.1	Virginia	69.6	New York	53.9
Pennsylvania	75.9	Maine	68.1		

*Not strictly comparable due to change in rate in 1941.

from month to month, the 1943 record contrasting with that of 1942 when a steady monthly decline in the median was shown until August. As in the preceding table, the corresponding 1941 period is the base 100.

Monthly Median Index, Gasoline Tax Collections Forty-Seven States

Month	1942	1943
Jan.	113.0	72.1
Feb.	107.7	71.5
Mar.	96.5	72.3
Apr.	94.1	78.1
May	90.9	72.4
June	85.1	69.7
July	80.7	
Aug.	82.7	
Sept.	77.4	
Oct.	78.8	
Nov.	85.5	
Dec.	84.9	

Minnesota Suspends *Ad Valorem* Tax on Intangibles

Among the acts of the 1943 Minnesota legislature was one suspending for two years that state's tax on "money and credits." These intangibles, taxed at a uniform rate of three mills since the first tax was imposed in 1911, yield but little and the complete abolition of the tax has been urged frequently since enactment of the state's personal income tax law. The suspension will mean that the assessments as of May 1, 1943 and 1944, will be omitted, resulting in no money and credits levies collectible in 1944 and 1945.

The three-mill levy has been divided to go one-third to the city, village, or town in which the property is located, one-third to the school district, and one-sixth each to county and state. According to the Minnesota Taxpayers' Association, yields from the tax throughout the state have been negligible. In only six counties—Hennepin (Minneapolis), Ramsey (St. Paul), St. Louis, Winona, Washington, and Olmsted—did the tax levied in 1941 exceed

\$20,000. In each of fifty-eight counties the amount was less than \$10,000. Administration of the money and credits tax—like administration of nearly all personalty taxes—has been troublesome, only a fraction of the taxable property has been gotten on the rolls in most instances, and complete abolition of the tax would not sorrow many local officials nor tax authorities.

Amarillo Revises Budget Set-Up

City Manager Austin P. Hancock of Amarillo, Texas, has revised that city's budget document to bring it into conformity in all major respects with the recommendations of the National Committee on Municipal Accounting. This is the second Texas city to make the change, Port Arthur's Manager Bill N. Taylor having two years ago altered his city's budget and accounting procedures to follow the National Committee's format.

The Amarillo budget uses papers of different colors to set off the sections dealing with the various funds, a procedure which, so far as this department knows, is a Texas innovation. Summary statements and detailed schedules are presented in well organized style for the four major funds through which the city operates—general fund, general debt service fund, water works fund, and water works debt service fund—while the minor accounts, mostly capital, are detailed in a fifth statistical section.

Full comparative data are provided, schedules setting up the current year's estimates parallel to preliminary figures for the year ending as the budget was prepared, and for the last completed fiscal year. In addition, trend data are provided on tax collections and assessed valuations and tax rates, and detailed schedules are included on the city's general purpose and water debt. The statistical tables and sched-

ules are preceded by the budget message, in which the city manager discusses the program to be financed by the budget and highlights the significant financial features of the year's plan.

Cities Establish Postwar Reserves

Budgets for fiscal years beginning July 1, 1943, and financial reports for fiscal years ended June 30, 1943, now beginning to appear, show that a number of cities are actually starting to make provision for the postwar reserves of which there has been much discussion.

Phoenix, Arizona, set up \$60,000 from its general fund surplus for 1942-43 for a postwar public works fund, and Maricopa County, which overlaps the city, established a reserve for postwar highway improvements of \$50,000 during the same period. The city hopes to raise the ante to \$250,000 during 1943-44, while the county has budgeted an additional \$50,000 for the period just begun.

Dallas, Texas, set aside \$130,000 of general fund cash in U. S. securities at the beginning of the 1942-43 fiscal period, and expects to transfer at least as much more from the same fund before September 30, 1943, the end of the current year. So far this year, \$400,000 of water fund cash has been set aside and invested to provide for improvements which the department has been unable to make because of war conditions.

Texas Fiscal Officers Cooperate

The annual financial report issued jointly by the State Comptroller of Public Accounts and the State Auditor of Texas demonstrates a commendable degree of coöperation between two state officials. This report is for the state fiscal year ended August 31, 1942.

In the past separate reports, containing essentially the same information and taken from the comptroller's accounts, have been issued. This coöperative effort saved several hundred dollars in addition to reducing the work of both offices.

Each official inserted a brief letter of transmittal. That of the State Auditor is quoted below—as evidence of the spirit in which the work was carried out.

"The figures herein are taken entirely from the records of the Comptroller and the compilation of the report has been by the staffs of both departments, but our checking and test checking has been of a sufficiently detailed nature that in our opinion this report correctly presents the receipts and disbursements handled through the State Comptroller's office, as recorded.

"When used with the State Auditor's *Biennial Estimates* (to the Governor) for State of Texas Budget purposes (under date of October 1, 1942), we believe this Annual Report of the State Comptroller of Public Accounts, with this certificate, meets all statutory requirements. At the same time we feel that combining our efforts with those of the Comptroller is a contribution to economy and improved governmental service—heretofore the two offices have presented separate reports containing the same facts and figures.

"We wish to state also that we consider the Comptroller's general records to be very good and efficiently handled."

As a further coöperative venture the Comptroller omitted the schedule of bonded indebtedness, because the "State Auditor's report on local units of government contains that information along with other data on local taxes."

H. C. BRADSHAW
Agricultural and Mechanical College
of Texas

County and Township*Edited by Ekwyn A. Mauck*

Ohio Legislates County Salary Increases***Provides for County Welfare Departments at Option of Commissioners***

TO ANY close observer of Ohio's first war legislature, it was apparent that the 95th General Assembly made more peacetime changes than did many prior assemblies in laws dealing with local government.¹ Numerous acts affected county and township government.

The salary formula of county engineers was changed so as to give substantial increases particularly to the smaller counties. The maximum annual salary remains at \$6,000, but a minimum salary of \$2,100 was provided regardless of the formula.

An exception to the maximum annual salary of \$5,500 paid to prosecuting attorneys was made by providing that in counties having a population over one million the annual salary should be \$7,500. There is only one such county in Ohio, Cuyahoga County (Cleveland). Without questioning the merits of this legislation and with all due respect to the ability of the incumbent, it may be well to point out that seldom does the conservative and budget-balancing Ohio legislature grant salary increases to public officials in the upper monetary brackets. The Cuyahoga County prosecutor, however, like the Ohio attorney general, is in the peculiar position of paying his appointed first assistant, whose salary has no legislative limita-

tion, a greater compensation than he receives himself.

These salary increases were made permanent as a part of the general law. A temporary makeshift was also provided for the benefit of county clerks of courts, county sheriffs, county recorders, and county prosecuting attorneys whose annual salary is less than \$4,000. This legislation provided for percentage increases over existing law ranging from 15 per cent in the lowest salaries to 7½ per cent in the higher ones under \$4,000. But in no event are these increases to bring the salaries over \$4,000.

The reason for such temporary legislation is to provide some relief to the poorer paid local officials who will take office before the next session of the legislature has time to consider the report of the salary study commission provided for at this year's session. It was the universally expressed belief that the next session would make substantial permanent increases in salaries.

Fees paid to probate judges in inheritance tax cases were abolished and a population formula of compensation substituted. Since this legislation was sponsored by the probate judges themselves, it will no doubt result in increases in compensation over what was received on a fee basis.

In one instance alone was the compensation of local officials reduced. This was the repeal of the ditch fees paid to county commissioners. Needless to say, this three-line statute was enacted only after the most bitter opposition.

In regard to all legislative changes of salary it should be carefully noted that no existing officials can be affected. Only after taking office, by election or re-election, subsequent to the effective dates of the enactments, can officials benefit by the new salary schedules.

The "temporary" legislation permit-

¹See also p. 504, this issue.

ting local subdivisions to refund any outstanding bonds which have matured or are about to mature was extended for an additional two years.

County commissioners were authorized to procure insurance against personal and property damage incurred by motor vehicles owned or operated by the county.

In contrast to an ambitious welfare program sponsored before the legislature, little was actually accomplished.

One of the acts to survive provides for the establishment of a county welfare department to administer aid to the needy blind, aid to dependent children, poor relief and burials. In the mutilated form in which this legislation finally emerged, the county welfare departments are made optional upon the unanimous approval of the three county commissioners.

The utilities excise tax was permanently allocated for poor relief and the "temporary" 65/100 per cent utilities excise tax was extended for an additional two years, its funds also allocated for poor relief. Pre-audit of poor relief expenditures was abolished. The county budget commission was authorized to continue for an additional two years the earmarking of surplus taxes for poor relief. The legislative body of a township or municipal corporation operating a public utility was authorized, during the years 1944 and 1945, to transfer not to exceed 3 per cent of the gross receipts for poor relief.

The state assumed the entire expense of maintaining in state institutions needy persons whose responsible relatives are unable to pay for such care, thus saving the various counties approximately one million dollars per year.

ABRAHAM GERTNER

Legislative Representative

Gongwer Service,
Columbus, Ohio

Pennsylvania Studies Rural Health

In a recent issue of its *Supplement to the Borough Bulletin*, the Pennsylvania Government Administration Service recommends improvements in rural health administration in Pennsylvania. It points out that the war not only has enlarged the health problem by stimulating industrial growth in the state, but simultaneously it has drained away the available supply of doctors. It believes that some improvements in administration could be very effective in meeting the crisis.

Five chief weaknesses of the present system are listed:

1. There is no uniformity in the variety and quality of services rendered by local health boards. Some units provide only the very minimum of health services, while others provide no services, relying entirely on the State Department of Health to provide minimum essential services.

2. The local health officers are generally poorly paid, part-time employees who have had little or no training in public health work. Not more than a third hold the state certificate required by law.

3. Local units spend a pitifully small amount for local health administration. Most of them spend much less than the one dollar per capita generally considered the minimum for an adequate local health program.

4. The health laws are not administered uniformly, and in some instances they are flagrantly violated.

5. Because of insufficient appropriations the State Department of Health cannot provide regular or continuous supervision for local units.

It is recommended that the state, through district and county medical officers, assume full responsibility for health services in boroughs and townships under 5,000 population. Larger

units should be obliged to undertake the minimum program under state supervision, but the state should provide all service above such minimum. Only persons duly certified by the state should be appointed as local health officers, and they should serve in a full-time capacity.

Abolition of County Coroner Recommended in Milwaukee

In a special study the Committee on County Affairs of the City Club of Milwaukee recommends that the state constitution be amended to permit Milwaukee County to abolish the elective office of coroner. With it should be abolished the entire system of inquests and coroner's juries. The coroner should be replaced by an appointive medical examiner.

Until such constitutional change is made, the committee recommends that a part-time medical examiner be appointed under civil service rules to assist the coroner and district attorney in the investigation of crime. The committee recommends also pooling and consolidation of administrative staffs of the coroner's, sheriff's, and district attorney's offices and reduction of the coroner's salary.

San Antonio-Bexar County Consolidation Supported

The *San Antonio Express*, advocating consolidation of San Antonio and Bexar County, Texas, recently commented editorially on the growing sentiment for consolidation among citizen groups. The Council of Presidents, representing most of the community's service clubs, social welfare, and other civic groups, is sponsoring the movement. Says the *Express*: "Doing away with duplicate functions, abolishing surplus offices, would mean more economical government—and hence lower taxes. At the same time the people would be getting more and better service for less money."

Proportional Representation

Edited by George H. Hallett, Jr.

(This department is successor to the Proportional Representation Review)

Proposed Oregon Charter Provides P. R.

The Record in Cambridge Developments in Britain

OREGON, the only state whose constitution specifically mentions and authorizes proportional representation, may be about to make its first actual application of the system. An official charter commission, representing the cities of Marshfield and North Bend (1940 populations 5,259 and 4,262 respectively) and a small strip of unincorporated territory separating them, has approved a P.R.-city manager charter for a proposed consolidated city of Coos Bay for this territory.

The charter was drafted for the commission by the Bureau of Municipal Research and Service of the University of Oregon. It provides for a city council of seven elected at large by the Hare system of P. R. on a nonpartisan ballot. If the charter is adopted the council will choose a ceremonial mayor from its own number, a city manager, and a city judge, all for indefinite terms and removable at the will of the council. The P. R. election of the council every second year will be the only municipal election.

The charter was approved by the charter commission on August 18. It will now be submitted to the people of the territory concerned for their approval at an election to be called by the councils of the two cities. If a majority of the votes cast are favorable, the council of the larger city will call an election to choose the first city council. When the councilmen

take office the new city will come into existence and the two present cities will cease to exist.

The proposed charter is based on an exhaustive study of the problems of consolidation in the area made in 1936 under the direction of Herman Kehrli, director of the Bureau which drafted it.

Proportional representation presents special advantages in connection with a consolidation of this kind because it prevents any one part of the new city from monopolizing representation without any need for arbitrary geographical districts which would tend to preserve a spirit of sectionalism.

Two Successful Years in Cambridge

The following editorial, summarizing the happy experience of Cambridge, Massachusetts, in its first two years under "Plan E," the combination of P. R. and the city manager plan, was carried in the *Boston Herald* of June 17 under the title "Plan E Makes Good."

"The Cambridge tax rate was \$46.30 in 1941 and \$43.90 in 1942. This year it will be \$39.90, a reduction of \$6.40 in two years. In that period the bonded debt has been cut down by more than \$3,000,000, with a saving in interest charges of about one-fourth. The city is operating at last on a cash basis. The budget this year is nearly \$1,000,000 lower than in 1941, although there is an increase of \$45,000 in the school budget over that of 1942. The schools are operated outside the jurisdiction of the city manager.

"These savings have been made in the face of a drop of \$1,427,000 in valuations, an amount equivalent to thirty cents in the tax rate. What is particularly significant, the borrowings in anticipation of taxes have been reduced from an average of \$6,500,000 under the old regime to about \$3,000,000. For

the first time in twenty-five years the Cambridge banks are willing to accept the credit of the city on short-term notes, at an interest of 4/10 of 1 per cent. That is probably as low a rate as any municipality in the state enjoys.

"Cambridge has been living for years on borrowed money. If it had continued to borrow at the rate which prevailed in 'the good old days' the tax rate for 1943 would have been about \$8 less than the rate now announced. But the day of reckoning would have come, and those who recall the situation of only a few years ago know that the accounting could not have been postponed long.

"Good management, the application of sound business principles, and the elimination of politics and favoritism account for these achievements. A policy of no firing is in effect, and of no hiring except for essential positions. Transfers are freely made to care for vacancies. Much work that used to be done by outside contractors is now performed by city employees. Taxes that have been overdue for as long as ten years have been collected, only 4 per cent of the 1942 property tax remaining uncollected at present. All bills are paid on a cash basis whenever possible. Boards have been reorganized and some consolidations made. The whole story would include a long list of such particulars.

"Plan E, which was evolved by the most intelligent and conscientious people of Cambridge, was a controversial subject from the first. The professional politicians detested the arrangement, carried their hatred to the authors, tried in every way to prevent the adoption of it, and still think that it was the devil's own work. Even today, they would like to have the people scrap it and allow a return to the free-and-easy old way.

"Plan E has justified itself time and

again. It has done so in terms of dollars and cents, the tax rate, better administration generally and things which everybody can understand."

A Proposal in the British House of Commons

The following account of a significant move for electoral reform in Great Britain is taken from the annual report of the British Proportional Representation Society published in June:

"On the 11th May, 1943, the following motion was placed upon the Order Paper of the House of Commons, by Mr. G. W. Rickards, M.P., Chairman of the Executive Committee of the Proportional Representation Society:

"That this House is of opinion that a representative conference should be set up to consider the question of electoral reform and to report at the earliest possible date.

"The terms of the motion are such as to admit of the examination of all aspects of our electoral system, including election expenses, redistribution of seats and methods of voting. The motion received the support of 114 members of the House of Commons, some of whom intimated that, whilst approving of the examination of all aspects of the electoral system, they were not themselves personally in favour of proportional representation."

The members who put down their names in support of the motion include forty-seven Conservatives, twenty-eight Labourites, eleven Liberals, eleven National Liberals, four National Labourites, two of the Common Wealth party, one Communist, and ten independents.

"On the postwar Parliament will fall grave tasks of national and international reconstruction. This is a more than sufficient reason for the present Parliament to take such steps as are

within its power to ensure that the postwar House of Commons shall be representative of the nation, and shall contain within it the highest political ability and leadership available in all the parties.

"If Parliament is to pass a measure of reform for use in the postwar election, it is desirable to appoint the conference asked for in the motion at an early date. The Speaker's Conference on Electoral Reform, which met during the last war, was appointed in 1916. It took five months to prepare its report, and the Representation of the People Bill, in which the recommendations of the conference were embodied, did not become law until 1918.

Case For New Conference

"His Majesty's Government has been asked to give favourable consideration to the motion on the following grounds:

"1. That the Vivian Committee on Electoral Machinery was precluded by its terms of reference from considering electoral reform.

"A proposal that would have simplified the problem of redistribution was submitted to the Committee by the Secretary of the Proportional Representation Society. The Vivian Committee's report is not hostile to this proposal, but points out (par. 138) that 'in view of the dependence of this plan upon the adoption of the single transferable vote system, it does not appear to be one which it is possible for us to take into consideration for the purposes of our recommendations.'

"2. That the Home Secretary, in moving the second reading of the Prolongation of Parliament Bill in September 1942 said: 'It will be recalled that, in 1940 and 1941, points were raised as to the possible discussion and consideration of our electoral system and rather important and large scale

electoral reforms in this country, including the fundamental method of electing Parliament. . . . The Government gave an undertaking which I now repeat, that we should provide facilities for suitable parliamentary discussion of the electoral system, so that the House, between the time when we can see that the life of this Parliament must end and the occurrence of a general election, will have a reasonable and proper opportunity of discussing any electoral reforms or changes which Hon. Members may think desirable.'

"The opportunity which the Government has offered to Parliament should, it would seem, be preceded by the enquiry asked for in the motion, so that Parliament may be able to discuss and consider electoral reforms in a fuller light.

"3. That the Cabinet's plan for India, which Sir Stafford Cripps submitted in 1942 to the leaders of the Indian parties, contained the provision that the 'entire membership of the lower houses of the provincial legislatures of India shall . . . proceed to the election of the constitution-making body by the system of proportional representation.'

"This plan was broadcast throughout the world. Doubtless proportional representation was selected because the Government wanted to ensure that representation on the constitution-making body should be as fair and complete as possible. Although, in this case, proportional representation was selected for a special election, it seems desirable, in order to avoid any misinterpretation of the intentions of the Cabinet, that Great Britain should examine how far representation in the post-war House of Commons should be made as fair and as complete as possible.

"4. That the Prime Minister's broadcast on the 22nd March, 1943, in which

he stated that a Four Years' Plan would be presented to the electors 'either by a National Government formally representative, as this one is, of the three parties in the state, or by a National Government comprising the best men in all parties who are willing to serve,' has made more urgent the consideration of the electoral conditions under which the postwar election will be fought.

"Fears have been expressed that there will be a new 'coupon' election in which the Conservative, Labour, and Liberal Party organisations will determine what constituencies shall be allotted to the respective parties. Whether the word 'coupon' or some other word is used, it would seem that the Coalition leaders, in order to make sure of victory at the polls, would have to arrange that there shall be only one recognised National Government candidate in each of the constituencies.

"Such electoral arrangements may well give rise to serious dissatisfaction and distrust. It is, accordingly, of high importance, not only to Great Britain but to the world, that Parliament should examine how far electoral reform would avoid the interparty arrangements inherent in a 'coupon' election, and how far it would facilitate the coöperation of parties in postwar tasks, whilst allowing them to retain their freedom to state in the election campaign their own distinctive points of view, to nominate such candidates as they wish, and to secure that share of the representation to which their voting strength in the country entitles them.

"The Four Years' Plan, even if generally accepted, would have the benefit of criticism, and the final word on the requisite legislation would rest with a freely elected and truly representative Parliament."

Books in Review

Edited by ELSIE S. PARKER

Revenue Administration, 1942. Proceedings of the Tenth Annual Conference of the National Association of Tax Administrators. Chicago, Federation of Tax Administrators, 1943. 66 pp. \$1.50.

Recent Trends in State Revenues. Edited by Margaret Ermarth and George H. Watson. Chicago, Federation of Tax Administrators, 1943. xxi, 34 pp. \$1.50.

Administrators and other persons concerned with the day-to-day operations of the public revenue machinery have become accustomed during the past decade to expect good things from the proceedings of the annual conferences. *Revenue Administration, 1942*, the current publication in the series, is concerned largely with the issues confronted by tax administrators, and indirectly by taxpayers, in wartime, among them the following queries. What are the effects of the war on tax revenues? What are the current developments, and the desirable ones, in intergovernmental tax coördination? How is taxation related to the inflationary movement? How is gasoline rationing going to bear on motor fuel tax revenues (the conference was held about the time rationing became effective)? How are state tax administrators to do their field jobs in the light of tire and gasoline rationing? How are particularly difficult collections of certain classes to be made in a time of emergency such as the war poses? What are the legal developments which most insistently affect tax administration? What are the tendencies in the state governments for organizing tax administration activities?

Recent Trends in State Revenues, published July 9, 1943, introduces a new periodical of the Federation of Tax Administrators which, it is contemplated,

will appear annually. This report presents a workmanlike examination of the current statistics of state tax collections and appends the supporting statistics. The measures most fully examined in the thirty-four pages of text (uniform with *Tax Administrator's News*) include income, sales, gasoline, tobacco, and alcoholic beverage taxes.

The report closes with an estimate of the outlook in the case of each of these revenue areas and in the case of miscellaneous other revenues. As compared with other estimates, it appears that the present one is a trifle optimistic. The authors appear to have examined the available data regarding sales experience in addition to the revenue figures as such. They have placed less emphasis than have some other writers on the cumulative scarcities in the commodity markets and in transportation, and they have not stressed the influence of federal taxes and loans as much as some guessers would say they might have done. At that, the presentation is thoroughly reasonable; one might almost say it is conservative.

No table of contents or index is contained in *Recent Trends*. As a consequence, the report is a trifle awkward for a busy administrator's use. This omission is not too serious in view of the total of but fifty-five pages.

JAMES W. MARTIN

University of Kentucky

Additional Books and Pamphlets

Accounting

Standard Practice in Municipal Accounting and Financial Procedure. Officially Adopted by the Municipal Finance Officers Association of the United

States and Canada on June 17, 1943. Chicago, Municipal Finance Officers Association, 1943. 26 pp. 50 cents.

Budgets

Suggestions for 1944 Budgets. By Chester Biesen. Seattle, Association of Washington Cities, in coöperation with the Bureau of Governmental Research, University of Washington, 1943. 12 pp.

Housing

Housing Yearbook 1943. Edited by Hugh R. Pomeroy and Edmond H. Hoben. Chicago, National Association of Housing Officials, 1943. vii, 159 pp. \$3.

The Improvement of Local Housing Regulations under the Law. An Exploration of Essential Principles. By Subcommittee on Housing Regulation of the Committee on the Hygiene of Housing. New Haven, Connecticut, American Public Health Association, 1942. 15 pp. 25 cents.

Judicial Functions of Administrative Agencies

The Judicial Function of Federal Administrative Agencies. By Joseph P. Chamberlain, Noel T. Dowling, Paul R. Hays. New York, The Commonwealth Fund, 1942. xii, 258 pp. \$3.

Land Use

Land Subdivision in the New Jersey Pines. By Joseph F. Hauck and Alvin T. M. Lee. New Brunswick, New Jersey Agricultural Experiment Station, Rutgers University, 1942. 52 pp.

Public Land Acquisition for Highway Purposes. By David R. Levin. Washington, D. C., Superintendent of Documents, 1943. 32 pp. 10 cents.

Libraries

Post-War Standards for Public Libraries. By Committee on Post-War Planning. Chicago, American Library Association, 1943. 92 pp. \$1.50.

Municipalities

City of St. Petersburg, Florida, Departmental Operations. St. Petersburg, *The Times*, 1943. 27 pp.

1943 Laws Affecting Cities. Seattle,

Association of Washington Cities, in Coöperation with the Bureau of Governmental Research, University of Washington, 1943. 58 pp.

Municipal Problems 1943. Proceedings of the Thirty-fourth Annual Meeting of the Conference of Mayors and Other Municipal Officials of the State of New York, June 9, 10, and 11, 1943. Albany, The Conference, 1943. 122 pp. \$1.25.

Peace

Outlines of the Future. World Organization Emerging from the War. By Henry Bonnet. Chicago, World Citizens Association, 1943. vii, 128 pp. 25 cents.

The Problems of Lasting Peace. By Herbert Hoover and Hugh Gibson. Garden City, New York, Doubleday, Doran and Company, Inc., 1942. viii, 295 pp. \$2.

Population Density

A Selected List of References on Density of Development. By Katherine McNamara. Cambridge, Library of the Departments of Landscape Architecture and Regional Planning, Harvard University, 1943. 3 pp.

Postwar Planning

Bibliography on Postwar Planning. Compiled by the Construction and Civic Development Department. Washington, D. C., Chamber of Commerce of the United States, 1943. 17 pp.

Demobilization and Readjustment. Report of the Conference on Postwar Readjustment of Civilian and Military Personnel. Washington, D. C., National Resources Planning Board, 1943. 106 pp.

Planning Legislation 1943. State Planning and Postwar Planning, Public Works Reserves, Urban Redevelopment, Zoning, etc. Chicago, American Society of Planning Officials, 1943. 22 pp. 50 cents.

Plan Now for Future Public Works. Washington, D. C., Chamber of Commerce of the United States, Construc-

tion and Civic Development Department, 1943. 18 pp.

A Survey of Literature on Postwar Reconstruction. By Adolf Sturmthal. New York, New York University, Institute on Postwar Reconstruction, 1943. 100 pp. \$1.

Wartime Facts and Postwar Problems. A Study and Discussion Manual. Editor, Evans Clark; contributors, Margaret R. Taylor Carter, George B. Galloway, A. B. Handler. New York, The Twentieth Century Fund, 1943. viii, 136 pp. 50 cents.

Public Service Enterprises

City Public-Service Enterprises in 1941. Prepared by Division of State and Local Government, Bureau of the Census. Washington, D. C., Bureau of the Census, 1943. 23 pp.

Typical Electric Bills. Typical Net Monthly Bills as of January 1, 1943, for Electric Service to Residential, Commercial, and Industrial Consumers. Cities of 50,000 population and more. Washington, D. C., Federal Power Commission, 1943. 10 cents.

Public Works

Municipal Public Works Service Expenditures and Appropriations. A Summary of Expenditures and Appropriations for Street Maintenance and Repair, Street Cleaning, Snow Removal, Refuse Collection and Disposal, Sewer Maintenance, Sewage Disposal, and Other Public Works Activities in Selected Cities. Chicago, American Public Works Association, 1943. 70 pp. \$1.50.

Real Estate

The Trend of Real Estate Values in Virginia Cities and Counties. Richmond, League of Virginia Municipalities, 1943. 15 pp.

Recreation

Recreation for War Workers. A Guide for Workers in Charge of Recreation in War Plants. New York, National Recreation Association, 1943. 72 pp. 35 cents.

RESEARCHER'S DIGEST

(Continued from Page 495)

Research Bureau Reports Received

Finance

The Constitution and Control of State Debt. St. Louis, Governmental Research Institute, *Mind Your Business*, August 11, 1943. 4 pp.

The 1942 or Seventh Annual Survey of Local Government in Tennessee. Nashville, Tennessee Taxpayers Association, 1943. 111 pp.

State Aid and Shared Revenues. By C. A. Bratton. Ithaca, New York, Cornell University, Department of Agricultural Economics, New York State College of Agriculture, 1943. 13 pp.

Initiative and Referendum

The Initiative and Referendum in California. By Winston W. Crouch. Los Angeles, The John Randolph Haynes and Dora Haynes Foundation, 1943. 29 pp.

Police

Facing the Future--Kansas City Police Department. By J. M. Leonard. Kansas City, Missouri, Civic Research Institute, 1943. 123 pp.

Public Opinion

Public Knowledge and Opinion on Jackson County Affairs. Kansas City, Missouri, Civic Research Institute, 1943. 26 pp.

Rural Government

Rural Government in New York. By M. P. Catherwood, T. N. Hurd, and C. A. Bratton. Ithaca, New York, Cornell University, Department of Agricultural Economics, New York State College of Agriculture, Revised 1942. 28 pp.

Wages

Wage Rates and Living Costs in a War Economy. By Maurice S. Brody. Chicago, University of Chicago, School of Business Administration, 1943. 38 pp.